Ontario

THE REPORT OF THE RACE RELATIONS AND POLICING TASK FORCE

1989

89-05669/

Ontario

**Race Relations
and Policing
Task Force**

**Groupe d'étude
entre la police et les
minorités raciales**

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April, 1989

The Honourable Joan Smith
Solicitor General
Legislative Building
Queen's Park
Toronto, Ontario

Dear Mrs. Smith:

Pursuant to our appointment by you, and in response to our Terms of Reference, we are pleased to enclose herein the Report of the Task Force on Race Relations and Policing.

Yours sincerely,

Clare Lewis
Clare Lewis (Chair)

Ralph Agard
Dr. Ralph Agard

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PREFACE

In a statement to the Legislature on December 13, 1988, the Honourable Joan Smith, Solicitor General for the Province of Ontario, announced the establishment of this Task Force "to address promptly the very serious concerns of visible minorities respecting the interaction of the police community with their own." She required the Task Force to commence immediately an inquiry into police training, policies, practices and attitudes as they relate to the visible minorities within the Province of Ontario.

On December 15, 1988, in a further statement to the Legislature, the Solicitor General announced that the terms of reference of the Task Force were to inquire into and report on:

1. The training members of police forces currently receive as it relates to visible minorities.
2. Ways to improve this training and education, both for recruits and serving officers.
3. Police hiring practices and promotional processes, including the establishment of employment equity programs.
4. Ways to improve the interaction of the police with the visible minority communities through the establishment of liaison officers, committees, community education programs and race relations training.
5. Ways in which a monitoring system may be established to provide for a regular review of the interaction between visible minorities and the police.

6. The policies and practices of the police relating to the use of force.

To undertake this work, the Solicitor General appointed, as Chair of the Task Force:

Clare Lewis, Public Complaints Commissioner for Metropolitan Toronto.

As members of the Task Force, the Solicitor General appointed:

Dr. Ralph Agard, president of the Children's Aid Society of Metropolitan Toronto and Executive Director of Harambee Services Canada Ltd.

Kamala-Jean Gopie, Consultant: Equity in the Curriculum for the North York Board of Education and President of the Urban Alliance on Race Relations.

James Harding, Chief of the Halton Regional Police Force and President of the Ontario Association of Chiefs of Police.

T. Sher Singh, barrister and immediate past Chair of the Council on Race Relations and Policing.

Roy Williams, President of the Jamaican Canadian Association and member of the Metropolitan Toronto Board of Commissioners of Police.

The Task force members convened and appointed staff, to whom much work was assigned and much gratitude is owed.

In particular the Task Force would like to thank Sameena Cyriac and Andrea Henry for coordinating the Task Force in general, and the public hearings in particular; Maureen Murphy, Daryl Brunette, and Phyllis Bartley for typing the report at night and on weekends; Marie Moliner and Susan Watt, counsel to the Task Force, for getting us going and keeping us on track; Jacqueline Sealy, who coordinated the community outreach project and travelled with us during public hearings outside Toronto; Lee Axon, for compiling and organizing voluminous amounts of literature and preparing a questionnaire which received an outstanding response rate; Holly Nickel, whose unflagging enthusiasm and assistance was much appreciated by everyone; Mary Lasica who graciously acted as quartermaster and treasurer; and Kevin McMahon who taught us how invaluable a good editor can be. We would especially like to thank the staff of the Office of the Public Complaints Commissioner who went out of their way to accommodate us.

A work plan was then developed, with the critical planning factor being the designated deadline of February 28, 1989, for reporting back to the Minister. Headquarters were established in Toronto at the Office of the Public Complaints Commissioner.

Several significant preliminary decisions were made. Perhaps the most important was the commitment to public hearings which would permit the community and the police, in an open and visible way, to outline their concerns, achievements, policies and recommendations, within the terms of the Task Force mandate. Notice of the hearings was given through a news conference at Queen's Park and in advertisements published in the mainstream and ethnic press throughout Ontario. Written and oral submissions were also solicited.

The Task Force sought detailed information from Ontario's 121 police forces, including the Ontario Provincial Police, through a questionnaire on issues of relevance. The response was outstanding: 99 questionnaires were completed and returned. Private information-gathering sessions were held with representatives from the Ontario Police College, the C.O. Bick Police College, the Firearms Branch of the Centre of Forensic Sciences and the Metropolitan Toronto Police, minority police officers and some private consultants.

The Task Force also wrote to community organizations concerned with visible minority issues throughout Ontario asking for their assistance. This outreach resulted in both written briefs and oral presentations at our public hearings. Several important public, police and other professional institutions or associations were also approached and asked for information and recommendations.

Included in the Appendices to this report are the Task Force notice and the police questionnaire, as well as a list of the police forces, community organizations, institutions, associations and individuals that responded either through written briefs or oral submissions. The generous assistance the Task Force received was invaluable and is deeply appreciated.

The Task Force also undertook a computer-assisted search and review of literature related to its terms of reference. The search identified a vast number of articles, monographs, periodicals, reports and books on policing, an indication of the degree of public interest and concern the subject attracts. A bibliography of the more than 200 titles considered is included in Appendix F to this report.

The Task Force also reviewed relevant previous reports and recommendations made to government, including: the report of the late Arthur Maloney, Q.C., to the Metropolitan Toronto Board of Commissioners of Police in 1975; the report of the Royal Commission conducted by the Honourable Mr. Justice Donald R. Morand into Metropolitan Toronto Police Practices, in 1976; the report by Walter Pitman, entitled Now is Not Too Late, conducted for the Council of the Municipality of Metropolitan Toronto, in 1977; the Report to the Civic Authorities of Metropolitan Toronto and its Citizens, by G. Emmett Cardinal Carter, Archbishop of Toronto, prepared in 1979 at the request of the Chairman of Metropolitan Toronto Council and the Metropolitan Toronto Police Commission; the Report of the Task Force on the Racial and Ethnic Implications of Police Hiring, Training, Promotion and Career Development, chaired by Dr. Reva Gerstein and prepared in 1980 for the Ministry of the Solicitor General of Ontario; and the Report of the Task Force on the Use of Firearms by Police Officers, prepared by the late Honourable Judge John Greenwood in 1980 for the Ministry of the Solicitor General. The recommendations of coroners' juries falling within the mandate of the Task Force were also examined.

The Task Force has considered whether previous recommendations have been implemented and with what degree of success. It is important that prior achievements be acknowledged and less successful efforts be evaluated.

The decision to receive oral submissions was pivotal. Public hearings were held during six days and two evenings in Toronto, at the Park Plaza Hotel, the Jamaican Canadian Centre and the University Settlement House. Thirty-two private individuals, 32 community organizations, seven police forces, the Ontario Police College, the Ontario Association of Chiefs of Police, the Police Association of Ontario and the Metropolitan Toronto Board of Commissioners of Police made presentations.

The Task Force also heard oral presentations in Ottawa, Windsor and Thunder Bay. In Ottawa, during much of one day and evening at the Beacon Arms Hotel, 16 presentations were heard, including those of the Ottawa Police, the Ottawa Police Commission and the Canadian Human Rights Commission. At Mackenzie Hall in Windsor, presentations from the Windsor Police, the Windsor Police Commission and the United Steelworkers of America were among the 13 heard. The Task Force spent much of two days in Thunder Bay, at the Thunder Bay Indian Friendship Centre and the Thunder Bay Multicultural Centre, hearing 14 presentations which included one from the Thunder Bay Police.

The Task Force is most grateful for the obvious and considerable effort made by these individuals, groups, associations, organizations and police forces in preparing and delivering their significant and invaluable submissions. We were immeasurably impressed by the quality of preparation and the evident commitment and deep concern expressed by presenters. The transcription of their submissions has preserved a body of insight into the field of race relations and policing such as has never been collected before. The 13 volumes of transcripts are an important and telling historic document and ought to be so regarded by government, police and the community.

The public hearings of the Task Force attracted intense media interest. It is to be hoped that such interest is a reflection of the depth of public interest and concern in the complex issues of race relations and policing in our multiracial, multicultural province.

The six headings in the terms of reference are treated as five and re-ordered in the organization of the presentation of this report. Items 1 and 2 of the terms of reference are dealt with as one issue under the heading "Race Relations Training". The Task Force considers the monitoring issue as critical in its presentation of recommended solutions. We have, therefore, placed "Monitoring" first among the five chapters directly related to the terms of reference. We have recommended the creation of a monitoring agency to which reference is then made in recommending remedial action in response to the remaining terms of reference. We believe that our re-ordering of the issues raised in the terms of reference will better reflect our attempt to present an integrated response to current tensions in race relations and policing. We have also added, as issues related to our mandate, sections dealing with public complaints, First Nations peoples, police commissions and police associations under the broad heading "Related Issues".

The Task Force members and staff were surprised, gratified and moved by the breadth and depth of concern shown in the overwhelming response to its outreach initiatives by the public and police. Coping with, respecting the quality of, and doing justice to that response has, regrettably, caused the Task Force to delay the delivery of this report by five weeks.

Introduction

I do solemnly swear (or solemnly affirm) that I will well and truly serve Her Majesty the Queen in the office of constable (or as the case may be)... without favour or affection, malice or ill will.

> Excerpt from the oath of a police officer, Police Act of Ontario, R.S.O., 1980, C.381, s.66 (1).

INTRODUCTION

The Oath of Office for police officers in Ontario clearly states the ideal for race relations and policing. Police officers pledge to provide their service to all members of the public equally, free from discrimination. The oath is a prescription for tolerance and fairness.

Nonetheless, this Task Force has heard, in a ten day public process, more than 100 presentations which reveal a perceived failure by police forces to meet that ideal with respect to visible minorities. The people who appeared before us, speaking for themselves or for community or other organizations, were willing to bear public scrutiny. Almost all were thoughtful and concerned. They were all but unanimous in expressing their belief in the value of policing appropriate to a democratic society and in their approval of the quality of most services provided by their local police forces.

The Task Force is aware that many of those who have recently criticized the police as insensitive toward visible minority communities have been branded as irresponsible activists. There have been defensive, and ultimately self-defeating, attempts to isolate such critics as troublemakers unworthy of attention. However, as Ted Montour, representing the Assembly of First Nations of Canada, said to the Task Force:

> If refusal to admit the existence of racism was an effective answer, the problem would have been eliminated decades, centuries ago.

Douglas Sinoway, Chief of the Whitesand First Nations, informed the Task Force of a statement by Lord Brougham in 1828:

> I have heard it said, that when one lifts up his voice against things that are, and wishes for a change, he is raising a clamour against existing institutions, a clamour against venerable establishments, a clamour against the law of the land; but this is no clamour against one or the other... it is a clamour against the abuses of them all. It is a clamour against the grievances that are felt.

Some critics have said that they will not participate in the work of this Task Force. They argue that the process is an attempt by government to dissipate anger and concern and to appease the community. They point out that other task forces and inquiries have made recommendations regarding race relations and policing and state, with some validity, that fundamental problems persist. They claim that government and police have given little more than lip service to previous reports and recommendations. They assert that inaction and indifference have led yet again to crisis and to serious public loss of faith. They express frustration and despair.

The Task Force believes that a cursory dismissal of these critics would be a mistake. While recognition must be given to important race relations initiatives by police and government in the past decade, much remains to be done. Acknowledging past endeavour and achievement ought not to prevent the demand for re-evaluation or informed and discriminating judgment.

This Task Force appreciates the necessary role of activists in a democratic society. We respect the stated rationale for, and the political reality governing, the refusal of a few of those activists to appear before us. All public institutions benefit from criticism and pressure.

However, the many people who did appear before us left an ineradicable record of concern about the current state of race relations and policing in Ontario. They presented with reason and passion, with commitment and tears. They convinced this Task Force of their desire to share ownership in the slogan, "Our Cops are Tops". They also convinced us that the visible minority communities do not believe that they are policed in the same manner as the mainstream, white community. They do not believe that they are policed fairly and they made a strong case for their view which cannot be ignored.

This Task Force does not begin the work of improving relations between police and visible minority communities. It continues a job begun at least fifteen years ago when the late Arthur Maloney, Q.C. undertook to investigate and improve public complaint procedures of the Metropolitan Toronto Police. It continues a tradition of community involvement begun well before that by many concerned members of the public. It continues, also, the work of several government commissions, inquiries and studies on matters related to race relations and policing.

Those previous reports and their recommendations must be acknowledged with appreciation. They should be recognized as crucial steps in developing an awareness of, and a remedy for, critical race relations problems in our province. Their reports have explored the issues and revealed many causes of tension and deterioration in relations between police and visible minority communities. They have recognized that the defining factor of a visible minority is colour, sometimes together with a dress standard dictated by creed. They have made important recommendations intended to result in fair, non-discriminatory treatment of visible minorities by police.

It is necessary to understand that our whole society is engaged in an evolving process of learning the implications of our changing demographics. All members of the community, be they of the majority or minority, are participants in the challenge of change. Coping with diversity is a learned skill for all people, whatever their race, colour, national origin or creed. Prior reports and recommendations have helped in that learning process. They provide a foundation upon which much valuable race relations enterprise has been built and can continue to develop. Neither they, nor this Task Force, are capable of suggesting a panacea for race relations and policing. The process is an ongoing, incremental effort. It requires, from all concerned, commitment, re-evaluation, vigilance, long memory and the ability to learn and recover from set-backs.

Bob Rae, Leader of the Official Opposition of the Ontario Legislature, in a reference to the report and recommendations of Archbishop Carter, asked the Task Force, perhaps rhetorically:

> Well, what went wrong with Carter?

He was clearly referring to the sense of crisis following the deaths of Lester Donaldson and Michael Wade Lawson, both black and both shot in separate incidents by on-duty police officers from different Ontario forces. While we cannot comment on the circumstances of those deaths, which will be determined by the criminal court process, we do recognize that they provided the catalyst for the creation of this Task Force. The deaths led to what Susan Eng, in her presentation to us, accurately described as "an atmosphere of mutual mistrust and pessimism."

Earlier reports and recommendations were presented during the beginning of the awareness of the need for change and of the important role which police play in society's race relations climate. Those reports and recommendations were prophetic. They were the predictors for a society not yet truly ready to absorb the fact that growing population diversity brings serious problems which require hard analysis and answers.

During the past fifteen years there have been valuable responses by government, police and the public to the recommendations of the earlier reports. The Ontario Association of Chiefs of Police has played an important role. A consciousness of the complexity of the issues and the difficulty of resolving them has been simmering within the public and its institutions during the past decade. At one time, only community members had a sense of the need for change. Now, as a result of community and other pressures, institutions are becoming more aware and more skilled. There is today some organizational and governmental acknowledgement of systemic bias and the permissive effect which that can have on racist and other discriminatory conduct. Community members, who do not have the advantage of the centralized focus of institutions, may now find value in increasing their knowledge and skill in evaluating institutional progress.

It is the view of the Task Force that the time is now right for significant change. To the extent that police may appear to be resistant to change, it must be recognized that they believe they have been singled out to be made the scapegoat for society's ills. To the contrary, Dr. Frances Henry, in a recent address at a symposium sponsored by the Federation of Canadian Municipalities, said that the current tension between police and visible minorities is merely a metaphor for the race relations climate of our society generally.

Police do often state that since there is racism in society, it must be expected that there will be some in policing, although the largely white male composition of present Ontario police forces suggests that they are one of the institutions least reflective of our society. A study by Joseph Fletcher, of the Department of Political Science and Centre of Criminology of the University of Toronto, released in January of 1989, does reveal that racist attitudes are represented in Canadian police forces at least to the degree that they are present in society as a whole. More than half the police surveyed think that laws guaranteeing equal job opportunities for blacks and other minorities go too far. Thirty percent of surveyed officers mainly agreed that "when it comes to the things that count most, all races are certainly not equal".

There is no tenable argument for accepting racism in policing. Attitude is the parent of behaviour. Prejudice among a substantial number of the members of an institution will not remain inert. It will influence the norms within that institution and will find expression through discriminatory behaviour in service delivery. Neither prejudiced norms resulting in systemic intolerance nor discriminatory conduct are tolerable in a public institution such as policing. They must be confronted and changed or removed.

The Task Force, however, is concerned that it be understood that it is the critically important and potentially conflict-ridden nature of the relationship between the police and the public which places police, perhaps unenviably, at the forefront of the need for institutional change. The vital police function is often fulfilled in circumstances which are difficult and charged with emotion for all involved. The issue is not that the police are worse than the rest of us. The issue is that what is the worst in all of us is capable of being revealed with serious consequence when tested in a policing circumstance.

The police must therefore bear the brunt of criticism and the demand for early change. They must be a model to us all. The Task Force believes that the police are, in fact, now ready, with government and public assistance, to accept this challenge as being an inevitable demand on their tradition of public service. It is a demand which recognizes the capacity of the police to help our society fulfil its ideal of fairness and justice.

This Task Force was aware that it was created in the recognition that there is currently an actual and serious problem in race relations and policing. We did not set out to determine if it were so. What surprised us was the extent of the problem and the need for enthusiastic pursuit of rapid and radical solutions. These realities were reflected in presentations to the Task Force by both the public and the police. There was a true cry of pain from both and those were cries from the heart.

We have further accepted that the creation of this Task Force was rooted in a true desire to make a difference. The challenge is to sustain and improve effective policing while eliminating the alienation of visible minority communities. Colour, race, place of origin and creed must neither be, nor be perceived to be, triggers for discrimination on the part of the police, one of our most important public institutions. While there can be no quick fixes, some valuable changes can occur rapidly if they are linked to a commitment to address systemic problems through long term planning and continuous vigilance.

The Task Force believes it to be obvious that all visible minority communities want the law enforced and crime prevented or solved. They want to participate with the police in meeting those goals, which are no more than general societal objectives. Visible minority communities are, however, denied integration into community life when labelled as crime prone. In Crime and Race, Marvin Wolfgang and Bernard Cohen point out:

> When crime and colour converge, the person is in double jeopardy... To the visible badge of colour is added the label of criminal, reinforcing attitudes of prejudice and compounding acts of discrimination... What is most regrettable is that many people -- partly from exaggeration of a few facts, partly from a readiness to believe -- strongly associate the two factors of colour and crime... The private citizen, clinging to a false premise, is soon beset by a host of false fears and driven to hasty reprisals.

The police can perform most effectively in accordance with our democratic standards only with community assistance. It is difficult, if not impossible, for a community to assist the police if that community believes that the police view it as inherently criminal. The problem of co-operation for the visible minority community was expressed in a forceful presentation to the Task Force by Beverly Folkes, who represented the Jane-Finch Community Legal Services.

> I am black. I never became aware that I was black until I set foot on the shores of this country. It was always there, but it was never important until now... I have become one of the people who is guilty until proven innocent, a total reverse of what the law should have been. I hurt. I often times don't know what to say. I feel helpless. I feel frustrated.
>
> We are not condoning criminal activities, we're saying that we have a right to be treated as an equal in this society and that's all we're asking for. We have a right to see your attitude reflect that you see us as a person, a human being in this society.
>
> And that's all I'm saying as far as the police is concerned. Change your attitudes when you're addressing us. There is a system in place to deal with us if we're a law offender. Let justice or injustice, if you will, take its course.

In her appearance before the Task Force, June Rowlands, Chair of the Metropolitan Toronto Police Commission, said:

> I believe that any term like "black crime" is totally inappropriate. I think that it's a wrong term to use because we're not dealing with "black crime", we're dealing with "crime"... I'm saying that to use a term like "black crime" is wrong, inappropriate, it labels a community that shouldn't be labelled and that term should never be used.

The Task Force agrees with this statement by Mrs. Rowlands. Regrettably, the term "black crime" has been publicly used and is now part of the common consciousness.

This Task Force deplores any suggestion that the black or any other visible minority community is more likely than the white community to commit crime. There is crime in every community and its causes, while complex, are not related to race. Street crimes are more visible and so we are more aware of "crack" and robbery on the street than cocaine and fraud in a boardroom. However, one set of offences is no more criminal than the other and none are a reflection of race. If one set of crimes is considered more disruptive to society than another, then efforts must be made to attack their root causes. Linking them to race adds little to our knowledge of crime or people. To do so serves to ignore the need for police to recognize that their policies and procedures, attitudes and behaviour can contribute to dissonance in race relations.

Maxwell Yalden, Chief Commissioner of the Canadian Human Rights Commission, appeared before the Task Force. He said:

> We think that the police have the highest standards of public dedication. We think that these standards, however, need to be better translated in public terms.

He also stated the crux of our task:

> The worst enemy of effective policing is the absence of public confidence.

It is emphatically clear to this Task Force that the public of Ontario wants to have confidence in its police and that it prizes good officers and good forces. It is equally clear that there have been protective efforts to cast the issue as a simplistic, emotional plea for support of the police. That is a false issue. Public support of high quality policing is a given in this province. The critical issue is whether the police themselves are, and are widely perceived to be, providing their service to all residents of our province with the fairness necessary to ensure the public confidence required for effective policing.

The public submissions before the Task Force have been recorded, transcribed and published in thirteen volumes. They preserve an important and historic documentation of public anxiety about the current nature of policing in Ontario. That record furnishes both a qualified indictment of the present state of race relations and policing and a confident prescription for positive change. The Task Force cautions that government, police and community will ignore these public reproofs and suggested remedies at our mutual peril.

In her thoughtful presentation, Susan Eng told the Task Force:

> Community activists really do not know how to make the changes that are needed. We just know that change is needed. The police force knows best where the change agents are within its own system. If it does not, then maybe the public or the government can help. But the institution itself must ultimately acknowledge that it is accountable to the public that it is meant to serve and must join us in the search for ways to serve effectively and equally.

She sought "the fundamental reasons why institutions like the police do not respond effectively to public cries for change, or even hold themselves accountable to the public they should be serving." She said:

> The role of this Task Force, as I see it, is to identify where the responsibility to effect change lies.

The Task Force view is that government and the police share the responsibility for change. In our democratic and pluralistic society effective civilian control of police is essential. There must be mechanisms through which the public can require police standards, policies and practices to meet publicly set objectives. The police must be made accountable to the public to a degree much greater than is now the case.

In their presentations to the Task Force, most police officials restated their commitment to fairness and equity and revealed genuine grief that this pledge may not be accepted. The police were anguished, and sometimes angry, that their efforts at improved race relations were not appreciated and, indeed, have been challenged. For some police forces those efforts, if they exist at all, deserve little credit. For others, however, significant reforms undertaken in the past decade merit recognition. Nonetheless, the essence of the criticism is that those reforms have neither achieved desired results nor inspired public confidence.

Police must understand that their reputation will not founder nor will police forces be brought into disrepute if they accept criticism as helpful in eradicating problems. Public approval will be the result of visible and credible efforts by police to assess the nature and degree of racism in police forces. If the police are seen to eliminate organizational factors which perpetuate prejudice and to punish discriminatory behaviour they will be assured of public confidence.

On the other hand, the inability to achieve congruence with the values and expectations of the broad community increases police alienation and loss of morale. High police morale is based on service delivery consistent with public expectation. Through values and goals shared with the public, the police receive evident job satisfaction and societal approval. The police should enlist the participation of the public, particularly the visible minority public, in accomplishing appropriate service delivery.

However, the onus is on the police, not on the public, to ensure public confidence in them. Public institutions must reflect the public and the public values which they serve. It is the public institution which must adapt to public demand.

The impetus for responding to that demand must be generated in the top ranks of each force and within police commissions. Government and the public can reasonably expect the allegiance and effort of senior officers and municipal police authorities in implementing the changes necessary for improvement of race relations and policing.

Police command officers must accept that operational responsibility within their forces for equable race relations rests with them. Reliance on the "bad apple" theory can limit their ability to achieve desired success. That theory suggests that there may be a few bad officers whose attitude and behaviour may be biased and discriminatory, but that if they are removed then all will be well. The theory is often stated and is essentially wrong. There is a need for every police force to seek out and discipline or re-train officers who exhibit racist or other discriminatory behaviour either toward other members of the force or the public. However, concentrating only on the "bad apples" tends to mask the existence of systemic causes of discrimination within police forces. Systemic causes must be recognized and attacked.

Failure to address systemic issues has created a fundamental barrier to the ability of police command officers to respond to race relations issues effectively. Without recognition of systemic problems, such as the largely white male composition of the force itself, and the all but exclusive white male dominance of command positions, there will be no recognition of, or true commitment to, systemic solutions. Senior police have often responded defensively to any suggestion of systemic problems.

Police command officers must recognize that their attitudes to race relations issues are clearly understood within the lower ranks to whom they are role models. Those command officers must present themselves in a manner consistent with the ready implementation of government race relations objectives and be held accountable for their progress or failure to progress.

The government must provide the statutory framework for change. It must also offer a clear example of commitment and provide the resources to effect defined change. It must reward officials who facilitate change and sanction those who impede progress. The Government of Ontario must increase, clarify and assert its authority to set standards, goals and objectives for police forces throughout the province.

The Solicitor General of Ontario stated a government commitment when she informed the Legislature that she views the Task Force as:

> the beginning of an action plan to remove any vestige of discrimination, or perception thereof, on the part of our police... Neither the reality, if such there be, nor the perception, can be tolerated for one minute longer.

The Deputy Solicitor General, Stien Lal, reiterated this obligation in his presentation to the Task Force. He said that the Solicitor General has placed the highest priority on multicultural policing and that recent ministry initiatives are in direct response to that priority. He emphasized the increasing diversity of our society; the giving way of homogeneity, with its prominence of one language, one colour and one set of traditions, to a pluralistic community. While recognizing significant police achievements in response to the situation, he said that they must be encouraged to do more. The Deputy Solicitor General stressed that the Minister has stated:

> the government's commitment to proceed with the blueprint for action which will result from these deliberations.

In 1977, Walter Pitman wrote Now Is Not Too Late. This Task Force cannot state too strongly that, in 1989, **now is the time.** The need is critical. We recognize that the recommendations in this report will require dedication by governments, police and community if they are to be meaningfully implemented. We also recognize that many of the recommendations have profound financial implications for government and police. They will be expensive and it is said that resources are limited. However, government has a present opportunity to restore a sense of justice and tranquility to this province. The resources to do so can and must be found. The Ministry of the Solicitor General cannot meet the challenge of change, cannot implement a blueprint for action, unless it and the police are sufficiently funded to do so. Opportunity for re-allocation of resources should be found, but additional funding will be required.

Ted Montour, quoted earlier, also said to the Task Force:

> Perhaps most important and essential, change must begin with an honest admission that racism exists, that it is manifested every day in Canada and that the victims are people of colour... What we face here is not unlike the situation with respect to acid rain... the time for study is past and it is time to act... All of the recommendations put before the Task Force, and thence, by the Task Force before the Government of Ontario, depend upon the political will of the government to act, to implement the changes and face the problem. We of the First Nations have more than ample evidence of the uselessness of studies, reports and inquiries without action.

In his cogent presentation to the Task Force, Miah Bailey, vice president of the Jamaican Canadian Association, said:

> We at the Jamaican Canadian Association have always maintained that co-operation and communication between different sectors and interests in our society were absolutely necessary for positive change. It is this strong desire for positive change in the methods of Toronto's and Ontario's policing that again compelled us to submit a report to this race relations Task Force. However, we also wanted to make it clear that our patience is not inexhaustible.

During his appearance before the Task Force, Maxwell Yalden was asked whether government initiatives can redress inequity and improve race relations and policing. He said:

> Will it work? Oh yes, it will work. The question is how long it will take to work. You see, it will work because we're on the side of history and whoever is on the side of history always wins.

The Task Force recognizes that its process, and the public outcry preceding its creation, have been painful for the Ontario Police Service in general and for some forces in particular. Allegations of racism, individual and systemic, are cruelly trying of policing's self-perception. Necessary probing of their policies and practices toward visible minorities pertaining to the us of force have been disquieting and threatening to Ontario police, who have traditionally taken deserved pride in their devotion to the protection of the public they serve.

The report of this Task Force is presented in acknowledgment of the high quality of the Ontario Police Service and in a desire to prevent the deterioration of that service through loss of public confidence. Modern policing aspires to be an integral part of community human services. That goal cannot be met if the police and significant parts of the community share little more than mutual distrust.

Monitoring

I must confess to a certain sense of deja vu in this operation.

His Eminence G. Emmett Cardinal Carter on writing his 1979 report on policing.

BREAKING THE CYCLE OF CYNICISM

Throughout its deliberations, the Task Force has been haunted by a sense of cynicism. This feeling, expressed as doubt that our work will ultimately have an effect, has been voiced by those who made oral and written submissions to the Task Force, by those few who boycotted it altogether and by the media.

This cynicism, of course, is not without foundation. Several studies have preceded the work of this Task Force. In the last fifteen years there have been no fewer than five official examinations of issues related, directly or indirectly, to the relationship between police and minority groups. We have had the report by Cardinal Carter, completed in 1979, and the report of the Task Force headed by Dr. Reva Gerstein in the 1980's. There have also been the reports of Pitman, Morand and Maloney. Each of these reports has dealt with some or all policing, recruiting, promotion, training and police-community relations issues. The public perception that little change has resulted from these reports has led to a general loss of faith in the system's ability to deal with problems of race relations.

The public is, to some extent, justified in its perceptions. The Task Force found that many of the recommendations for improving police and minority relationships put forward in the past have never been implemented. There are other factors which have also contributed to the community's loss of faith. To begin with, there has been a lack of public ownership in the process. Recommendations were made to respective levels of government which, in turn, decided which recommendations should be implemented. These bodies were never required to give a public account detailing which recommendations had or had not been accepted. As a result, no meaningful public assessment of the success of the proposed strategies for change has been possible.

The most frustrating aspect of the situation has been its cyclical pattern. Each report identified problems and produced recommendations. Those recommendations not considered viable at any given moment were simply ignored. Alternative courses of action have not been pursued and, distressingly, issues were not addressed again until crises arose. New reports would be written and inevitably point to the causative factors identified earlier.

With respectful and painful patience, the authors of each report duly take note of those who have travelled this territory before them. Cardinal Carter commenting, 10 years ago, on the preparation of his final report, wrote:

> The field has been covered with extraordinary thoroughness by the three major Reports which have been prepared since 1974. I refer to the Royal Commission under Mr. Justice Morand, and the outstanding, thorough and cogent Reports of Mr. Arthur Maloney, Q.C. and Mr. Walter Pitman.

Each report has concluded with the argument that the cycle of inaction must be broken if the relationship between police and visible minorities is to be improved. Each report has argued that the relationship is progressively deteriorating. This sense of the situation is exemplified by the title chosen by Walter Pitman for his 1977 report: "Now is Not Too Late". Seven years later, the Gerstein Task Force referred to the race riots which had taken place in other countries and the tensions then erupting in Toronto. It warned:

> We cannot underestimate the importance of such events, and must treat racial/ethnic tensions which arise in our society with a sense of urgency... As we enter the eighties, all these problems are already upon us. Ontario is not immune - we have our own fragilities and vulnerabilities.

This Task Force can only restate these arguments in the strongest possible terms and urge that those vested with the authority for decision-making in this province heed them now, for little time is left. We clearly and unequivocally report that relations between police and visible minorities in the province of Ontario are at a dangerously low level. To continue to do nothing about the situation will, we believe, result in catastrophe. Furthermore, the cycles of the past have shown that action which is not measurable, continuous and subject to public accountability will fail. It is from this perspective that the Task Force approached its consideration of this term of reference:

> To examine ways in which a monitoring system may be established to provide for a regular review of the interaction between visible minorities and police.

THE BASIC REQUIREMENTS OF A MONITORING SYSTEM

Virtually all interaction between police and visible minorities at the moment must be considered in a race relations context. While such need not necessarily be the case, the under-representation of visible minority police officers and the facts of individual misunderstanding and systemic discrimination all combine to make it so at present.

As noted in the introductory chapter of this report, the Solicitor General of Ontario, in establishing this Task Force, stressed the intention of the government to devise "an action plan to remove any vestiges of discrimination, or perception thereof, on the part of the police". In order to achieve this goal, it is imperative that a healthy race relations climate exist between visible minorities and the police. The Task Force is of the view that such a climate is not generic nor does it occur simply by trusting in blind faith or good public relations.

Establishing good relationships among races is a difficult task in the best of conditions. In their appearance before the Task Force, Dr. Frances Henry and Carol Tator, experts in the subject, characterized race relations as:

> a highly complex, developed field of knowledge which spans sociology, anthropology, psychology and many other disciplines. It deals with one of the most complex issues dividing human society.

The Task Force cautions that the problems in this relationship cannot be seen as a single condition which can be diagnosed, purged and immunized against. A relationship is a process, not a product, and infusing it with positive attitudes requires constant attention.

A comprehensive plan of tangible, measurable and observable deeds will do a great deal to remove "vestiges of discrimination or any perception thereof" in the policing system. The recommendations of this Task Force form the basis of such a plan. Even the most comprehensive implementation of this plan, however, will not eliminate the need for constant maintenance of the relationship.

One of the basic elements required in a monitoring system, then, is the capacity to recognize the complexity of relationships between races as well as emerging trends. Only then will it be able to recommend appropriate action.

A Monitoring System Specifically for Police

Police forces are unlike any other institution in our society. Their para-military framework, the camaraderie which binds their membership and the secrecy with which much of their work is cloaked have all combined, over time, to make police forces uniquely insular institutions. At the same time, of course, police have a greater influence over people's lives than most other service providers. Society has given them the power to intrude on the liberty of citizens through their right to question, interrogate, arrest and use force.

Although the Task Force accepts the need for some of the existing police institutional characteristics, it also recognizes that others must change if police are to develop and maintain a healthy relationship with visible minorities. Furthermore, the uniqueness of the institution and its particular managerial approach mean that the mechanisms of change will have to be specifically tailored for policing. As a result, the system for monitoring these changes must also be institution-specific.

The Task Force is aware of the arguments for a process which would monitor the interaction of institutions with visible minorities as well as with other groups, such as women, native peoples and the disabled. While it is obvious that many groups have a claim on institutional change, establishing an all-encompassing review system would not allow for the high degree of specialization required. One of the strongest deterrents to such a system is the likelihood that it would tend toward a single strategy for all institutions and groups.

Government and society must realize that racial discrimination is unlike any other and achieving acceptance of the responsibility for changing it is incomparably difficult. The dynamic combination of race and power found in the complex relationship between visible minorities and police suggests that the monitoring system required in this situation will be very different from that needed to defeat the barriers faced by other groups. In addition, the Task Force believes that the urgent need for institutional and behavioural change within police forces requires a total commitment of energies. An all-encompassing monitoring system would be able to focus only a part of its attention on the problem.

As a result, we believe that another basic element required of a monitoring system is that it pertain specifically to the institution of policing in relation to visible minorities.

Defining The Framework Of A Monitoring System

Having established the requirements of the proposed monitoring system, the Task Force set certain parameters to determine the system's nature and mechanisms.

The mistrust of police within the visible minority community and the public cynicism over past government inaction dictate that the system, firstly, must be seen as impartial. It must, therefore, operate at some distance from both the police and their ministerial administration. Given the current need, the system must also be established for the purpose of monitoring a change process. In addition, many submissions to the Task Force persuasively argued that, ideally, the monitoring system would be able to facilitate change while also promoting accountability. Such a system must incorporate objective decision-making mechanisms which will allow change to proceed and be evaluated.

In its search for an appropriate framework, the Task Force considered the establishment of an advisory committee to the Solicitor General. Such a group, composed of members of visible minorities, would meet on an on-going basis to evaluate the change process and accordingly advise the Minister on the actions needed. In assessing this option, the Task Force questioned whether a strictly advisory committee would be able to facilitate, provide accountability and evaluate programs, as required. Advisory committees, as their nomenclature indicates, are not considered to be action-oriented. The current state of race relations and policing calls for a stronger commitment to change than a mere advisory system.

It is imperative that a monitoring system be structured which will attract and maintain public confidence. What is needed is a system through which the police, visible minority communities, public and the Solicitor General of Ontario can all measure the extent and speed of change with confidence. An advisory committee structure would defeat this purpose.

The Task Force considered recommending that the race relations and policing monitoring system be lodged within an existing government agency or department. Examined were two existing systems which have a police-related auditing or regulatory function, the Ontario Police Commission and the Policing Services Division of the Ministry of the Solicitor General.

The policing responsibilities of the Ministry of the Solicitor General are roughly divided between these two organizations. The Policing Services Division reports to the Minister through the Deputy Solicitor General. The Division has responsibility for liaison, advisory and support services to police, including the operation of the Ontario Police College. Specifically, the Division ensures the adequacy of policing through inspection; develops standards for policing; promotes efficiency by providing advice, technical services, crime intelligence and training; and communicates with police forces and associations to identify priorities for training and operational support.

On the other side, the Ontario Police Commission reports directly to the Minister. The Commission handles inquiries and appeals which relate to the Police Act. Specifically, the Commission inquires into the conduct of O.P.P. officers, municipal police forces or the members thereof; inquires into law enforcement or crime generally; holds hearings to decide which townships should have policing responsibility; hears appeals from police officers regarding the disciplinary proceedings of individual forces; hears from the public regarding complaints against police forces or their members; holds hearings over budget disputes between local councils and police commissions; and hears questions of who constitutes a "member" of a municipal police force.

An examination of the respective structure and functions of the two organizations reveals that the proposed monitoring system would not fit comfortably within either if its unique purposes are to be fulfilled and public confidence maintained. The Ontario Police Commission was judged to be too closely related to internal disciplinary activity to be seen as sufficiently independent of the police. Similarly, the Policing Services Division is not far enough removed from the ministerial policing administration. It was also feared that the Police Services Division, with its many functions, would not provide the necessary profile or specialization which the system requires. In our view, therefore, neither the Policing Services Division nor the Ontario Police Commission are appropriate organizations to direct the monitoring body.

We believe that community acceptance demands, and race relations and policing complexities and exigencies dictate, the need for an agency devoted solely to this specialized monitoring function. Such an agency would necessarily recognize and promote the mandates and use the expertise of other bodies such as the Ontario Police Commission, the Policing Services Division of the Ministry of the Solicitor General, the Ombudsman, the Human Rights Commission, the Office of the Public Complaints Commissioner and the Race Relations Directorate.

The monitoring body, however, requires independence from other government institutions, including the Ministry of the Solicitor General. For this reason, the monitoring body should be created through its own statute rather than through the Police Act.

Independent statutory authority would ensure public confidence in much the same way as it does for the Office of the Public Complaints Commissioner, which was created under the Metropolitan Toronto Police Force Complaints Act, 1984.

THE ONTARIO RACE RELATIONS AND POLICING REVIEW BOARD

Having considered the other possibilities, the Task Force is proposing that a new agency be created: the Ontario Race Relations and Policing Review Board. It will be accountable and have facilitative, objective decision-making and evaluative functions to monitor the interaction between visible minorities and police and to provide, independent of government, an on-going review of change processes in Ontario police forces.

1. **The Task Force recommends that, by September, 1989, the Government of Ontario through the Solicitor General create an agency, by statute, with appropriate staff and a Board of Commissioners, to be known as the Ontario Race Relations and Policing Review Board.**

Appointments and Terms of Engagement

The Task Force proposes that the Ontario Race Relations and Policing Review Board be administered by a Board of Commissioners of not less than three and not more than five members, one of whom shall be the Chair. All members must be civilians. When the Board is composed of only three or four members, one such member must have a policing background, but should not be actively involved in the police service. If the Board has five members, consideration should be given to having two members with policing backgrounds. The Ontario Association of Chiefs of Police should be asked to recommend individuals for the policing background positions.

Just as some members are to be selected for their policing background, other members should be chosen for expertise in areas such as race relations, employment equity, education, community development, sociology, psychology, criminology or law. A majority of the Board members, and preferably the Chair, should be from the visible minority community.

In addition, geographic representation is important since views from across the province will be required. Appointments should also consider that the members will have to assume a heavy workload given the complex role intended for the agency. The involved constituencies must be assured that sufficient energy and resources are being devoted to making the agency effective.

It is the opinion of the Task Force that, using the above guidelines, the Lieutenant Governor in Council, on the recommendation of the Solicitor General, should appoint the members of the Board and select the Chair.

2. The Task Force recommends that the first Board of Commissioners of the Ontario Race Relations and Policing Review Board be comprised of three full-time civilians appointed by the Lieutenant Governor in Council, on the recommendation of the Solicitor General, for a term of three years, renewable for a further three-year term, and have:

i) a member with a policing background;
ii) a majority of visible minority members;
iii) a Chair who is, preferably, a visible minority.

Role and Responsibilities

Ontario's policing institutions have, for the most part, already indicated their support for a comprehensive and publicly accountable monitoring process. Speaking about a monitoring system at the Task Force hearings, Chief Rick Zannibi, representing the Ontario Association of Chiefs of Police, said:

> In my capacity as a member of the Executive, of course, we can exercise a certain amount of influence on what our membership might undertake...I believe, they can be influential in promoting that openness and I honestly believe... that, yes, such a proposal would be entertained and could be very effective in achieving what it is we are seeking. It's certainly one that I advocate locally within my jurisdiction.

On the same issue, Chief Jack Marks, of the Metropolitan Toronto Police Force, said:

> Certainly the Force will engage in any process that will continue to improve relationships between the police and the public.

Police forces cannot be expected to bring about institutional change on their own. Their commitment must be matched by mechanisms to facilitate, review and direct the process of change. The provision of these mechanisms will be the primary role of the Ontario Race Relations and Policing Review Board.

As a start to this process, it is proposed that police institutions be required to prepare action plans in response to those recommendations of this Task Force which are accepted by the Solicitor General and to submit these plans to the Review Board for consideration. The overall plan for each force will include a visible minority employment equity plan with a five-year projection of goals and corresponding timetables. It should also include action plans in relation to the Task Force recommendations relating to training, use of force, and community liaison.

3. **The Task Force recommends that the Solicitor General require all police institutions and police governing authorities to prepare action plans in response to the recommendations of this Task Force which are accepted by the Solicitor General and to submit those plans to the Review Board for its consideration.**

The Board's role will be to assess and facilitate implementation of these general action plans. The Review Board will provide knowledge and expertise garnered from various sources and will work with policing institutions to assist them in formulating clear and measurable objectives. Action plans which have provincial implications ought to involve consultation with the Ontario Association of Chiefs of Police, the Policing Services Division of the Ministry of the Solicitor General, and the Municipal Police Authorities.

The onus for planning and executing these objectives will remain with the policing institutions. However, as both police and civilian witnesses at our public hearings stressed, lasting and meaningful change requires a partnership between the public and the police. The Ontario Race Relations and Policing Review Board is intended to be a vehicle for formalizing and structuring this partnership. The development of a mutually respectful relationship among the agency, the community and police institutions will help to propel policing to the forefront of positive institutional change.

A principal role of the agency will be to evaluate the progress of change throughout the province. The agency will help to ensure consistent standards and will be able to identify successful regional programs which can be implemented elsewhere. In addition, the Task Force believes that this agency will have sufficient scope to identify trends, predict areas of volatility in the relationship between visible minorities and police and suggest pre-emptive action. To this end, there is an urgent need for a research capacity. The Government of Ontario may well find that this Review Board is the appropriate agency to conduct research on issues of racism and policing.

The Task Force believes that the Review Board's approach of working in partnership with policing institutions to develop action plans should result in initiatives which are mutually agreeable. However, in one important area, employment equity, the inability to forge such an agreement should not be allowed to stall the process of necessary change.

As a result, the Task Force is proposing that the Review Board be given the power to approve and establish employment equity plans. This proposal is discussed in detail in the section entitled "Hiring and Promotion".

4. **The Task Force recommends that the designated roles and responsibilities of the Ontario Race Relations and Policing Review Board be:**

   (a) To promote a climate of healthy interaction between racial minorities and police forces in Ontario.

   (b) To monitor and review the interaction of visible minorities and police in the areas of employment, training and community relations.

   (c) To provide the Solicitor General, the Government and Legislature of Ontario with periodic and annual reports on police and visible minority relations.

   (d) To anticipate trends and identify emerging issues in the interaction between visible minorities and police and bring to the Solicitor General's attention the need for policy or initiative changes, either on its own or at the request of the Solicitor General.

   (e) To provide assistance to the Solicitor General in the implementation of recommendations of the Race Relations and Policing Task Force.

   (f) To collect, review and assess data in relation to the implementation of recommendations of the Race Relations and Policing Task Force.

   (g) To provide on-going consultation to police governing authorities, Chiefs and Commissioners of Police and police training institutions in order to facilitate the establishment of regional and police agency-specific action plans to address issues related to police and visible minority relations.

   (h) To establish and maintain on-going consultation with the Ontario Association of Chiefs of Police and the Municipal Police Authorities regarding regional action plans which have province-wide implications.

(i) To establish a research capacity to evaluate the degree and impact of racism in policing.

(j) To provide on-going consultation to police governing authorities, Chiefs and Commissioners of Police, police associations and police educational institutions on the implementation of policies related to emerging issues in the relationship of visible minorities and police as identified by the Solicitor General of Ontario, the Policing Services Division, the Ontario Police Commission, the Ontario Association of Chiefs of Police, the Municipal Police Authorities, the community and the Review Board itself.

(k) To perform an audit of police policies, practices and procedures as they relate to the interaction of visible minorities and police.

(l) To review and advise on the race relations action plans of police organizations prior to their implementation.

(m) To receive, assess and approve:

  i) by June 1990, an initial visible minority employment equity policy, including a five-year program of hiring and promotional goals and timetables, from all police governing authorities and police forces;

  ii) thereafter, an annual report on the preceding year's response to visible minority employment equity goals and timetables from all police governing authorities and police forces;

  iii) an annual visible minority employment equity plan, pertaining to the ensuing five years, from all police forces.

n) To establish, in consultation with policing institutions, visible minority employment equity hiring and promotional goals and timetables in cases in which the plans developed independently by institutions do not meet with Board approval.

o) To report the failure of police organizations to meet approved or established employment equity goals and timetables:

  i) to the Solicitor General;

  ii) to the Ontario Human Rights Commission for investigation and action as an allegation of systemic discrimination.

Accountability

Horace Elliott, one of the community presenters at the Task Force hearings, clearly identified the important role of public accountability in the process of change. He said:

> The issue of accountability is both critical and a prerequisite and fundamental condition if real change is to occur within the police institutional structure, police system and police practices in the province... Accountability is the common denominator that runs throughout all the major issues that plague the police force's relationship with the visible minority.

Accountability is the key to restoring and maintaining public confidence in Ontario policing. As noted earlier, police have some justification for requiring a degree of insularity. However, the monitoring of race relations initiatives and the provision of a fair and objective public account of them through annual reports will not prejudice policing requirements or rend the police institutional fabric. On the contrary, accountability will enhance public confidence and enrich the professional profile of policing.

5. **The Task Force recommends that the Ontario Race Relations and Policing Review Board report:**

   a) **Annually, to the Legislature of Ontario through the Solicitor General but separately from the annual report of the Solicitor General.**

   b) **Quarterly, on a consultative basis to the Cabinet Committee on Race Relations.**

Hiring and Promotion

"The police are the public and the public are the police".

Sir Robert Peel, founder of the modern police.

ONTARIO'S POLICE AS A REFLECTION OF COMMUNITY

The face of Canadian society is changing. Once predominantly made up of aboriginal people, and anglophone, francophone and European immigrants, Canada is now the home of people of every race and origin.

It is assumed that if Canada is to remain socially, economically and politically viable as a nation in the 21st century, it must, and will, increase its population considerably. The major population increase will be through immigration, at an estimated rate of approximately 185,000 net immigrants per year.

Between 1981 and 1986, only 36 per cent of immigrants came from Europe and the U.S.A. The remainder came from Asia, Africa, Latin America and the Caribbean. The trend is expected to continue at an accelerated rate. Approximately 50 per cent of all immigrants settle in Ontario and approximately 40 per cent of these settle in the greater Toronto area. Although there may be some inaccuracies in the 1986 Census figures, the estimate is that nine per cent of Ontario's population consists of visible minorities while the figure in Toronto is estimated to be 20 per cent. It is apparent that the representation of visible minorities in our population will continue to increase.

The situation presents all Canadian institutions with the challenge of adapting to reflect and serve the new society. This challenge must be met with particular urgency in large urban centres, where both the population diversity and the demand for change are greatest. Given their unique role, police institutions must be especially attuned to the new social environment. The Task Force considered how well the hiring practices and promotional processes of Ontario police forces serve the goal of making them a true reflection of their communities.

The Composition of Ontario Police Forces

Ninety-nine of 120 municipal police forces and the Ontario Provincial Police participated in the Task Force's survey on race relations issues. This figure represents an 81 per cent response rate and includes 98 per cent of Ontario's police officers. In total, these forces employ 18,283 police officers. Only 22 of the forces, however, employ officers who are members of visible minority communities, 346 of them altogether. (See Table 1 at Page 88) Put another way, less than two per cent of the police officers covered by the survey are members of visible minorities. By far, their greatest representation is in Metropolitan Toronto, with 3.9 per cent, and Peel Region, with 4.1 per cent. However, it is estimated that visible minorities in those communities represent at least 12 per cent of the available general labour pool. At the other end of the scale is the Ontario Provincial Police, with a visible minority component of 0.4 per cent.

Only 13 of the forces surveyed employed civilian visible minorities. Altogether, these people accounted for 7.8 per cent of the civilians working for the 99 forces. This average is somewhat skewed, however, by the fact that within the Metropolitan Toronto Police Force alone the figure is 17 per cent. Outside of Toronto, there are only 104 visible minorities, representing 1.9 per cent of the civilians who work for Ontario police forces. (See Table 2 at Page 89)

The figures show Ontario police forces to be out of step with the general labour market. Across the province, visible minorities make up between five and ten per cent of employable adults; in Toronto, as mentioned, their representation is reported to be 12 per cent. A major effort is obviously required if provincial policing is to resemble the communities it serves.

Recent Recruitment Practices

The rate of recruitment of visible minority police officers in Ontario has increased during the past five years. In

1983 there were 170 in the surveyed population, a number which had doubled by 1988. Visible minorities made up 1.6 per cent of the officers being hired in 1984 and 5.7 per cent of those hired in 1988. Only three of the 42 forces which hired during 1984 engaged visible minorities. By 1988, 12 of the 64 hiring forces hired visible minority officers. The figures illustrate that the forces hiring visible minorities increased from seven per cent to 18 per cent during the period. (See Table 3 at page 89)

Despite these improvements, a great deal of work remains to be done. Only six of the 99 forces surveyed have a written policy on the recruitment and hiring of visible minorities. Nine other forces indicate that they are currently preparing such a policy, while 20 more reported actively recruiting visible minorities. Many forces, of course, stated that they welcomed all applicants.

The Task Force found that the police forces which improved their hiring of visible minorities were those that had active, targeted recruitment drives and had broadened their area of search. Many forces, when hiring, do not actively recruit but fill vacancies from applications on file or by referrals from current force members. The hiring forces which do recruit, but have not increased their rate of hiring visible minorities, tend to rely on traditional, passive methods. Such methods are of little value in recruiting visible minorities. Many visible minorities harbour a deep reluctance to consider policing as an occupation or believe that they are not welcome within police institutions. Recruitment or hiring practices which are seen as not including a group inherently serve to exclude that group.

The reluctance of visible minorities to join police forces was described to the Task Force by representatives of forces and various communities. We were told that many visible minorities think of police careers as "joining the enemy". Most of all, visible minorities feel unwelcome in policing and assume that discrimination will always keep them "pounding a beat", without promotional opportunities. The Task Force hearings confirmed the pervasiveness of the attitude expressed in a recent CBC radio interview with a black youth who flatly dismissed the notion of a police career, saying:

> If I become a police officer my boss is always going to be white.

Breaking through such an attitude demands a committed and targeted recruitment approach. It is no coincidence that the most dramatic increase in visible minority recruitment, accounting for half the provincial increase, has occurred in Toronto. The Metropolitan Toronto Police Force has the most advanced voluntary employment equity program in Canadian policing.

However, in Toronto, as in many other Ontario communities, visible minorities have some reason to perceive that they are not wanted in the police force. Figures provided to the Task Force by Metropolitan Toronto Police Force Staff Sergeant Sid Young, currently seconded to the Ministry of the Solicitor General, indicate that the hiring rate of visible minority candidates for policing jobs remains far below that of white males. These figures, culled from the records on job applicants kept by 14 Ontario police forces during 1987, show that 7.4 per cent of the applicants were members of visible minorities or native peoples. They represented only 2.4 per cent of those hired. Female applicants also succeeded at a rate considerably less than their representation in the applicant pool. Conversely, white male applicants constituted 77.9 per cent of the applicant pool but represented 92.6 per cent of those hired. Responses to the Task Force questionnaire show that of 4,420 police officers hired between 1984 and 1988, only 179, or four per cent, were visible minorities. (See Table 4 at page 90)

The Task Force is unequivocal in its view that the current low rate of visible minority and female recruiting and hiring in Ontario police forces reveals systemic barriers within recruitment and hiring practices.

In his appearance before the Task Force, Deputy Solicitor General Stien Lal stated:

> The current statistics of the number of visible minorities employed in the police forces (are) clear evidence of institutional and systemic problems... Given the priorities for action I have outlined, minority representation within police forces and police community relations are going to change.

Promotional Practices

The Task Force also found evidence of discrimination against the promotion of visible minority officers.

Responses to our survey indicated that, on average, only 1.5 per cent of promotions during the last five years went to visible minority officers. In Metropolitan Toronto, visible minority officers received 16, or 2.8 per cent, of the 574 promotions while, elsewhere in Ontario, responses from police forces indicated the visible minorities received 21, or 1.1 per cent, of 1,998 promotions. (See Table 5 at page 90)

The survey results also show that the effective ceiling for visible minority promotions is at the rank of Staff Sergeant. The only exception occurred in Toronto when, in 1984, a visible minority officer was promoted to the rank of Inspector. In 1988, this officer was again promoted to Staff Inspector and remains today the only visible minority senior officer in the province. (See Table 6 at page 91)

Available survey responses and Metropolitan Toronto Police Employment Equity reports indicate that there are only 47 visible minority sergeants and staff sergeants in Ontario police forces. Only one visible minority officer has a senior officer rank. Many visible minority officers privately told the Task Force that they have passed the examination for sergeant and consider themselves suitable candidates for promotion. They have not been promoted. This reality is a source of silent, but serious, discontent among visible minority officers.

The fact that only one member of a visible minority has ever been promoted into senior ranks is a matter of serious concern to these officers, to those in the visible minority community who perceive themselves as unwelcome in policing and to this Task Force.

Police forces have cited relatively short lengths of service as a reason for so few visible minority officers being promoted to ranks of sergeant and above. Our survey, however, does not support this position. We have determined that many of Ontario's relatively few visible minority police officers have sufficiently long periods of employment to permit promotions which have not been forthcoming. (See Table 7 at page 92)

Among civilian police employees the picture is not much better. Of the civilian visible minorities working for the Metropolitan Toronto Police, only two, or four per cent, are of management or senior administrative rank, while 197, or 19.7 per cent, are of the junior or clerical rank.

Clearly, systemic discrimination exists in Ontario policing promotional practices.

The Need for Change

The recruitment, hiring and promotional figures presented, if accepted as being representative of Ontario's police forces, indicate that they hardly comply with Sir Robert Peel's expectation that police should be a reflection of the public. In some large communities, the two bear little resemblance. Given the lack of visible minority officers and the relatively small number of women officers, the Ontario police are among the least representative institutions in our society.

The Task Force believes it to be evident that the composition of Ontario's police forces must change. This change must be planned with care and managed with determination. Employment equity policies and programs within Ontario's police forces will bring about this change in an orderly and expeditious fashion.

ATTITUDINAL BARRIERS TO EMPLOYMENT EQUITY

The idea of employment equity has met with considerable resistance, primarily based on misunderstanding, within many institutions, including Ontario's police forces. This resistance was aptly demonstrated for the Task Force by the comments of the officer in charge of personnel services and human resources planning for the Metropolitan Toronto Police Force. He said:

> I think we've done an excellent job. It is not perfect. I cannot argue the fact that at the rate we're going it will take some odd, twenty-odd, years to in fact reflect the uniform ranks as far as the visible minority representation in Metropolitan Toronto. My personal concern in that regard: I would not want to see an affirmative action program. My fear is in fact that this would be one of the recommendations. My interpretation of affirmative action is in fact the issue of lowering standards. Correct me if I'm wrong.

Those remarks are an eloquent evocation of one of the fundamental systemic barriers to visible minority representation in policing. The fact that they come from within the force which represents the vanguard of employment equity programs provides a telling perspective on the state of affairs elsewhere.

The Task Force takes unequivocal exception to the notion that employment equity "lowers standards". The phrase is merely an excuse for resistance to change, used to defend the status quo and vested interest. Moreover, it is an extremely patronizing concept. It says expressly that visible minorities, or women, or whatever the excluded group may be, are, by nature, simply not good enough to be part of the institution. Bluntly put, the phrase "lower standards" masks a particularly insidious form of elitism. It is code for "white males only need apply". This notion must be thoroughly rejected.

The fundamental components of an employment equity initiative in police forces will require organizational preparation through managerial commitment. This commitment requires recognition that employment equity is an important tool in the management of human resources and that the resulting changes benefit the organization and its clients. The process will need data collection and analysis as well as the review of employment systems for the purpose of identifying systemic barriers. This approach should result in the establishment of realistic goals and timetables. Special measures also form part of the employment equity process. The Task Force heard from many police representatives for whom special measures appear to be most disturbing. These representatives argued that they do not want to be forced to promote someone "just because the person is a visible minority". This is a spurious argument. It is not employment equity programs which are responsible for the promotion of incompetents. Race and gender are only issues in employment practice now because they have been used to deny talented people fair access to work and promotion in the past.

Slavish adherence to entry and promotion qualifications which bear no reasonable relevance to job performance requirements are frequently used to reproduce institutions already judged to be unfairly constituted. Entrance and promotional qualifications, hiring and promotional processes, and human resources personnel themselves require hard assessment to ensure that they are indeed inviting and enlisting appropriate candidates and not merely acting as gatekeepers for the institution, protecting it from diversity.

The special measures envisioned in employment equity programs are such things as early identification of talented and promotable people, counselling about available opportunities, additional training to prepare candidates for a position, special assignments to enhance experience and the necessary coaching and monitoring which can ensure a person is ready for a position and will succeed when promoted. These measures, an institutionalization of the "grooming" of juniors, long customary in other organizations, are solely intended to create a playing field which is not tilted by prejudice. They are simply formalized and targeted when included in an employment equity program.

The Task Force also rejects the often-heard argument that these measures can have a deleterious effect on force morale. At the least, this argument is based on the assumption that most police officers are motivated by selfishness and that any attempt at fairness to others will automatically engender the disaffection of the white, male majority. It is the responsibility of police management to defuse the resentment it anticipates by disseminating education about the values on which employment equity programs are founded. It must also provide training to all managers in the management of a diverse workforce.

Employment equity is not a problem to be avoided, but an opportunity to be embraced. Many potential visible minority candidates, male and female, have qualifications of value to policing, particularly community policing, which match or exceed those of traditionally successful applicants for police positions.

Indeed, community policing cannot achieve its manifest benefits if a police force does not generally reflect the workforce from which it is drawn. For community policing to succeed, the police force must be viewed as a welcoming institution by all racial groups. While that state is enhanced by attitude and behaviour consistent with serving those groups, it is all the more so when the racial mix of a police force approximates that of the community. Only such a force can truly reflect, understand and police the community it serves.

As the Deputy Solicitor General told the Task Force, multiracial, multicultural policing in a multiracial, multicultural society is much better policing. A multiracial, multicultural police force will not only police our society better, but will greatly improve its own acceptance. Progressive forces assist this process in growing and developing.

The Canadian Association of Chiefs of Police and the Ontario Association of Chiefs of Police have both expressed similar sentiments. Government and police commissions must now take the lead in assisting police personnel to understand the value, purpose and essential need of employment equity.

Quite apart from any unique abilities their presence may contribute, non-whites are entitled to full and equal participation in policing careers regardless of their proportional representation in the community. This entitlement, which equity programs simply facilitate, is guaranteed by the Canadian Human Rights Act, the Canadian Multiculturalism Act, the Ontario Human Rights Code and the Charter of Rights and Freedoms.

THE NEED FOR EMPLOYMENT EQUITY

Through its public hearings and examination of the response to its police questionnaire, the Task Force reviewed existing employment equity programs in Ontario police forces as they apply to visible minorities. The Metropolitan Toronto Police Force has developed an extensive program. The Peel Regional Police Force has also taken important steps. They have met with some success given the goals set. Their efforts ought to be recognized and commended.

However, as stated by the Toronto force's director of personnel services, it will take twenty years to achieve its current employment equity objectives. That time frame is not acceptable. It will not meet community demands and will not relieve the race relations and policing tensions which we now face. Other forces are, at best, only now beginning to consider the need for visible minority representation and employment equity programs.

It is the view of this Task Force that central direction from the Solicitor General is needed to encourage, assist and require all police forces to embark on a course of determined and worthwhile employment equity, the time for which has arrived.

Many of those who appeared before us argued persuasively that employment equity legislation is the most effective way to bring about the change required in our various institutions and organizations. The comments of Max Yalden, Chief Commissioner of the Canadian Human Rights Commission, are representative:

> Enhanced participation by visible minorities is, we believe, critical to success. The key to genuine participation lies with employment equity legislation and programs.

The term "employment equity" was coined by former Judge Rosalie Abella in her 1984 Royal Commission on Equality in Employment. Employment equity programs, she wrote, are comprehensive planning processes intended to eliminate inequities built into institutions and to redress employment disadvantages which visible minorities and other groups, such as women, native peoples, and the disabled, have historically suffered.

These programs aim to identify systemic discrimination in employment opportunities from the receiving end. They consider the impact an institution's practices have on the employment opportunities of disadvantaged groups, rather than attempting to judge the intention behind the policies themselves.

As outlined by the Abella report, an employment equity program must be founded on a clear statement of executive support followed by the appointment of senior management who are given sufficient resources and then held accountable for a structured implementation. The program must be designed to find and remove barriers in an institution's hiring, training, promotion and income policies; it must include corrective measures as well as special remedial efforts to remove the effects of past discrimination. In addition, the program must have quantifiable goals with an appropriate monitoring and assessment system to ensure that target groups are equitably represented at all levels of the organization. Employment equity is essentially a function of an organization's human resource and strategic planning operations.

In consultation with Task Force members Ms. Abella said:

> Employment equity means the elimination of all barriers at all levels; it means everybody is entitled to access to 100 per cent of the jobs. Employment equity is the opposite of discrimination.

As defined by the federal Employment Equity Act, the idea is:

> ...that no person shall be denied employment opportunities or benefits for reasons unrelated to ability and, in the fulfillment of that goal, to correct the conditions of disadvantage... by giving effect to the principle that employment equity means more than treating persons in the same way but also requires special measures and accommodation of differences.

The constituency in support of employment equity is widespread. Among its recent advocates have been the Special Committee on the Disabled and the Handicapped, the Parliamentary Task Force on Employment Opportunities for the '80s and the Task Force on Labor Market Development.

This Task Force considers the need for employment equity legislation in Ontario to be universal and would urge the government to commit itself to early enactment of such legislation. The full potential of Ontario's women, disabled, native peoples and visible minorities as represented in the workforce will not be effectively realized until such legislation is in place and enforced.

The Task Force recognizes that there are other designated target groups that need employment equity. However, our mandate requires us to answer the needs of visible minorities in policing and does not permit us to recommend more generally. Nonetheless, we wish to emphasize that our recommendations regarding visible minorities are to be understood as requiring that visible minority women be fairly represented in hiring and promotional initiatives.

The need for change in the composition of Ontario's police forces is so urgent that special measures are required now. The Task Force is therefore calling for regulations and legislated powers vested in the Ontario Race Relations and Policing Review Board to encourage, facilitate and require necessary visible minority employment equity goals and timetables.

The Task Force believes that the role of the Ontario Race Relations and Policing Review Board is critical to achieving appropriate visible minority representation in Ontario's police forces within a reasonable time frame. The Review Board's role with regard to employment equity is envisaged as: conducting and publishing population as well as general and police workforce demographic research; assisting police governing authorities in the setting of visible minority employment equity policies; assisting police in the establishment of programs of hiring and promotional goals and timetables; and approving those policies and programs or, when approval is not granted, establishing the policies and programs of hiring and promotional goals and timetables for such forces.

The Review Board will monitor and annually report on the progress of individual forces in achieving established goals and timetables. The Review Board will be empowered to refer cases of the failure of individual forces to achieve established goals and timetables to the Ontario Human Rights Commission as an allegation of systemic discrimination in employment practices by such forces for the Commission's investigation, determination and remedy if appropriate.

The Solicitor General will be able to recommend that, in the case of the failure of a force to meet established employment equity goals and timetables, the government withhold the annual provincial per capita policing grant from the municipality responsible for the maintenance of that police force. The Task Force believes that affected municipalities will feel the need to bring appropriate pressure upon the local police governing body and force.

6. **The Task Force recommends that the Solicitor General seek to require, by regulation, all police governing authorities, and provincial and municipal police forces to establish a visible minority employment equity policy and a five-year program of hiring and promotional goals and timetables for all sworn peace officer and civilian positions by December, 1989.**

    a) **Further, the Task Force recommends that these policies and programs be required, by regulation, to be submitted to the Ontario Race Relations and Policing Review Board by December, 1989 for approval by a staff Employment Equity Inspector by not later than June 1990.**

    b) **Further, the Task Force recommends that if a visible minority employment equity policy or program is not approved by the Review Board Employment Equity Inspector that the policy or program be forthwith submitted to the Board of Commissioners of the Review Board for hearing and review and establishment of the policy or program by the said Board of Commissioners within 30 days.**

    c) **Further, the Task Force recommends that each police force, whose five year visible minority program of hiring and promotional goals and timetables has been approved or established by the Review Board, shall be required, by regulation, to submit annually thereafter a report to the Review Board describing its progress in achieving the approved or established visible minority hiring and promotional goals for the previous year and outlining, for approval or**

establishment by the Review Board, its visible minority hiring and promotional goals and timetables for the following five years, with the result that a five-year plan will always continue to be in effect.

d) Further, the Task Force recommends that in any year in which a police force has failed to achieve its approved or established visible minority hiring and promotional goals and timetables, the Review Board shall be empowered to refer the failure of the force to the Ontario Human Rights Commission as an allegation of systemic discrimination in employment practices by the said force for the Commission's investigation, determination and remedy, if appropriate.

e) Further, the Task Force recommends that the Review Board annually report on and refer any such failures by a police force to meet its approved or established visible minority hiring and promotional goals and timetables to the Solicitor General for the Minister's assessment and when appropriate, recommendation to the government that the annual unconditional provincial per capita policing grant be withheld from the municipality responsible for the maintenance of that police force. Similar financial sanctions should be considered in relation to the Ontario Provincial Police when appropriate.

f) Further, the Task Force recommends that all approved or established visible minority employment equity policies and hiring and promotional programs be required to reflect the appropriate representation of visible minority women, as well as visible minority men, available in the workforce.

g) Further, the Task Force recommends that the Review Board consider 1996 as the year for the achievement of the goal of all Ontario police forces being representative of the racial diversity of the communities they serve.

Special Promotional Processes

Police forces need to demonstrate their commitment to employment equity by reforming their promotional processes. The promotion of visible minorities into senior positions will broadcast a clear message that the face of the organization is changing. Furthermore, non-white senior officers will provide support to ensure the attainment of employment equity goals throughout the organization. Policing institutions need these role models to convey the message to future recruits, constables and the community that the composition and promotional processes of police forces are changing and that policing welcomes diversity.

It is apparent that the promotional practices within Ontario policing will require special measures to make a dramatic impact on the hierarchical distribution of members of visible minorities. To this end, accelerated promotion strategies will need to be instituted. These entail the identification of talented visible minority group members who are targeted for promotion and given the support needed to ensure their success. This point was made in the Deputy Solicitor General's submission to the Task Force:

> The current system for promotion for police officers is unlikely to result in a re-distribution of minority and women officers across ranks in the short term. Without discounting the value of experience, the promotional system should be based on the quality of service provided to the organization.

Lateral Entry and Direct Entry Into Police Forces

Police forces must now consider measures such as lateral entry and lateral transfers. Visible minority officers within police forces at present are too few in number and inadequate in rank to change senior level force composition sufficiently and quickly. Although targeted selection and preparation of visible minority officers combined with accelerated promotion will assist, the numbers are still too small.

At present, all police officers begin as fourth-class constables and work their way up through the ranks. This approach is peculiar to policing. Few other organizations limit themselves so stringently to one entry point. The result is that police forces normally hire young, inexperienced people while systematically ignoring prospective applicants fully trained in other organizations, occupations or countries who could dramatically contribute to the organization's success.

Lateral entry from other Ontario forces now occurs at the level of Chief and Deputy Chief. These entries should be encouraged at other senior officer levels and among the non-commissioned ranks such as sergeant. More importantly, however, lateral entry of non-police personnel must become possible.

The Task Force is aware that there is considerable resistance in some quarters of the police community to lateral entry. However, as Professor Harish Jain argued in his brief, there is a pressing need for such innovation:

> If the Task Force and the Government of Ontario are serious about improving police-visible minority interaction and in fostering cooperation rather than confrontation, new and hitherto untried initiatives by police forces are critical. Some of these initiatives that must be taken forthwith include lateral entry and mandatory employment equity.

There is room for "outsiders" to come into policing at more senior ranks than the constable level. People, be they visible minorities or not, should be drawn from other professions, such as law, teaching, social work or other occupations. The Task Force suggests that these people ought to be required to complete the basic training now given all recruits and then to complete an Officer Training Program, possibly at the Canadian Police College. The process would be roughly similar to that which has long produced officers for the military. But for a brief internship, these officer recruits would not be required to serve the extended tour of duty on the streets now demanded of all recruits. Following an appropriate qualification period they would be given a suitable rank with duties commensurate with their skills.

The Task Force recognizes that the changes that need to occur throughout the rank structure and hierarchy of police forces are quite extensive. Police forces must reflect the diversity of the population at all ranks. Such is not the case today.

7. **The Task Force recommends that, by 1990, the Solicitor-General, after consultation with the Municipal Police Authorities, the Ontario Association of Chiefs of Police and the Police Association of Ontario, develop mechanisms by which lateral entry by members of other forces or direct entry by qualified civilians will be accomplished, thereby allowing entry at ranks above constable.**

    a) **Further, the Task Force recommends that, by 1990, the Policing Services Division of the Ministry of the Solicitor General design an Officer Training Program to be offered at the appropriate police educational institution for all candidates seeking command and senior officer rank whether from within lower ranks of the forces, by lateral entry from another force or by direct entry from civilian occupations.**

    b) **Further, the Task Force recommends that, by 1993, the Race Relations and Policing Review Board consider lateral entry and direct entry processes as well as accelerated promotional plans for the recruitment of visible minorities at all senior ranks when approving the goals and timetables of Ontario police forces.**

Greater Use of Civilians

Not all jobs in police institutions need to be done by police officers. Staffing positions with civilians whenever possible would allow access at different levels of the organization to those people who are excluded at present. Many functions being performed by senior police officers do not require the full authority of a sworn peace officer. Their specialized training and expertise often seem to be wasted on jobs which could be equally or better done by others. Many persons have already acquired, at no cost to the police, training and expertise that could be effectively used by police organizations.

8. **The Task Force recommends that the Solicitor General require each police governing authority to review immediately all sworn peace officer positions, at all levels, to determine which may be staffed by civilians and to convert such positions to civilian status by December 1989 and to include all civilian positions within required visible minority employment equity policies and hiring and promotional programs of goals and timetables to be submitted to the Ontario Race Relations and Policing Review Board by December 1989.**

A Central Police Recruiting Unit

The comprehensive implementation of employment equity throughout Ontario policing will succeed, but the process involved will be complex. The Task Force recognizes that knowledge about employment equity and its implementation may not be equally available to Ontario's police forces at this time.

For example, recruitment of members of visible minorities will require the adoption of a range of new measures. Recruitment teams will require visible minority officers and will need to make personal contact with potential applicants, providing guidance and assuring them that their special attributes are welcomed by police forces. Given the level of commitment required, the resources to compete for visible minority personnel on the open market may be a problem for smaller police forces and such competition may be counter-productive. Economies of scale and efficiency of operations would be aided by centralizing recruitment.

Similarly, comprehensive employment equity programs will require police forces to develop new methods and procedures, to re-evaluate tests, to examine systems and to conduct surveys. For each force to be simultaneously re-inventing the wheel would be needlessly laborious and inefficient. If the available expertise to do all of the above in meeting employment equity goals were centrally available to forces throughout the province, errors could be avoided and much of the anxiety generated by concern about the lowering of standards and by disparate procedures alleged to contain cultural bias would be eliminated.

It is the view of the Task Force that the establishment of a Central Recruiting Unit, albeit regionally deployed throughout the province, under the auspices of the Policing

Services Division of the Ministry of the Solicitor General would provide a valuable service to all police forces in Ontario. It would permit the assembly of recruits from all races and ethnic groups in society. This unit should be staffed by experts in the field, police and civilian alike. Some police would be seconded to this unit from their respective forces, thus gaining or increasing their expertise in human resources issues as they relate to policing.

9. The Task Force recommends that, by April, 1990, the Solicitor General establish a Central Police Recruiting Unit as part of the Policing Services Division to serve all police forces in Ontario; the functions of this unit to include the following:

a) To recruit police officers, with special emphasis on visible minority officers, to fill the stated needs of police forces;

b) To develop or acquire in consultation with police management and the Ontario Race Relations and Policing Review Board, bias-free recruitment, testing and selection instruments and processes.

c) To develop, maintain and publish relevant data on the composition of Ontario's police forces with special reference to recruitment, selection, hiring and promotion of those candidates from the pool established by the Central Recruiting Unit.

d) In consultation with the Ontario Race Relations and Policing Review Board conduct appropriate research in police recruitment issues.

Reasonable Accommodation of Religious Belief

In addition to removing the barriers in their recruitment, hiring and promotional practices, it is incumbent upon Ontario's police forces to identify and eliminate the systemic discrimination which currently exists within their rules, regulations, traditions and dress codes. Accommodation needs to be made to enable Canadians of all cultures and religions to fully participate in the policing occupations.

10. The Task Force recommends that, by December 1989, the regulations of the Police Act be amended to require all police forces to allow members of the Sikh religion to wear their religious symbols, including the Turban and the Five K's, while serving in every facet of policing. The following standards might be considered as requirements:

i) Unshorn beard be dressed in the traditional fashion.

ii) Turban style, color and fabric to conform to uniform standards.

iii) The Kirpan to be no longer than nine inches in its total length.

a) Further, the Task Force recommends that the Solicitor General ensure that no person be deprived of police employment by reason of religious dress or other requirements which can be reasonably accommodated.

Managing a Multiracial, Multicultural Workforce

It is the view of the Task Force that multiracial, multicultural workforces must be managed with a sensitivity to differences as well as similarities.

The work environment must reflect the contributions and interests of diverse cultural and social groups in its mission, operations and service delivery. Management must act on a commitment to the eradication of social oppression in all forms within the organization. It must be sensitive also to the possible violation of the interests of all cultural and social groups whether or not they are represented within the organization.

Members of diverse cultural and social groups must be an influential part of all levels of the organization, especially in those areas in which decisions are made that shape the organization. In addition, management must follow through in its broader social responsibility, including that to support efforts designed to eliminate all forms of social oppression. Also involved is support of efforts designed to expand the concept of multiculturalism.

All managers must be trained to manage diversity effectively. Management needs to know how visible minorities are interacting with their co-workers and must ensure that such interaction is appropriate. Management should also be able to measure the quality of this interaction. Organizational Climate and Employee Satisfaction Surveys are techniques used by well run organizations to take their temperature, as it were, and to ascertain the current state of social and psychological health. The Task Force is of the view that an Organizational Climate and Employee Satisfaction Survey, administered periodically to officers who are members of visible minorities, would give police management a sense of what this segment of their workforce is experiencing and would suggest when corrective measures might be needed.

11. **The Task Force recommends that, by 1990, the Ministry of the Solicitor General develop and make available to the Ontario Provincial Police and municipal policing authorities and police administrations an Organizational Climate and Employee Satisfaction Survey to be administered to visible minority officers and civilian employees in order to assess their adjustment within, treatment by, and satisfaction with their respective police forces and to enable appropriate action to be taken; the summary results of such surveys to be reported to the Solicitor General and to the Race Relations and Policing Review Board.**

The Task Force is of the view that those police forces which perform well in developing and managing multiracial, multicultural forces ought to be celebrated and recognized through a suitable award.

12. The Task Force recommends that the Solicitor General establish an award of excellence to be given annually, or when warranted, to the force or forces which have performed meritoriously in achieving employment equity goals in employment, promotions and the creation of an hospitable working climate for visible minority officers and civilian employees. Input from police officers and civilian employees should be an essential ingredient in making the selections.

TABLE 1. Police Force Reports of Numbers of Visible Minorities Employed as Officers and Civilians*

FORCE	Total Uniformed Officers*	VM	%	Total Civil's	VM	%	TOTAL		
							Total	VM	%
Toronto	5621	217	3.9	1621	275	17.0	7242	492	6.8
O.P.P.	4606	19	0.4	1388	70	5.0	5994	89	1.5
Peel Reg.	953	39	4.1	272	14	5.2	1225	53	4.3
Hamilton-W	666	11	1.7	192	3	1.6	858	14	1.6
Ottawa	600	3	0.5	297	5	1.7	897	8	0.9
York Reg.	599	12	2.0	112	2	1.8	711	14	2.0
Niagara Reg.	563	0	0	205	0	0	768	0	0
Waterloo	479	7	1.5	113	3	2.7	592	10	1.7
Durham Reg.	457	6	1.3	101	0	0	558	6	1.1
Windsor	356	11	3.1	93	1	1.1	449	12	2.7
London	346	2	0.6	143	0	0	489	2	0.4
Halton Reg.	336	6	1.8	135	2	1.5	471	8	1.7
Sudbury	226	0	0	55	1	1.8	281	1	0.4
Thunder Bay	200	0	0	46	0	0	246	0	0
Gloucester	130	2	1.5	26	1	3.9	156	3	1.9
Nepean	129	0	0	39	1	2.6	168	1	0.6
Kingston	111	2	1.8	28	0	0	139	2	1.4
Barrie	87	1	1.2	27	0	0	114	1	0.9
North Bay	84	1	1.2	30	0	0	114	1	0.9
Chatham	67	1	1.5	16	1	6.3	83	2	2.4
St. Thomas	50	1	2.0	13	0	0	63	1	1.6
Elliot Lake	27	1	3.7	8	0	0	35	1	2.9
Amherstburg	13	1	7.7	1	0	0	14	1	7.1
Colchester S.	12	1	8.3	3	0	0	15	1	6.7
Alliston	9	1	11.1	2	0	0	11	1	9.1
Dresden	4	1	25.0	0	0	0	4	1	25.0
TOTAL	16,731	346	2.1	4966	379	7.6	21,697	725	3.3

VM = Visible Minorities

* This list represents the largest forces in Ontario and all forces that employ visible minority officers or civilians. Auxiliary officers are not included in this table; the number of visible minority auxiliary officers is small. Twenty-two of the above 26 forces employ visible minority officers; two of the above forces employ visible minorities as civilians only. Two forces in the 26 forces listed employ no visible minorities in either capacity.

TABLE 2. Composition of Ontario Police Forces - 1988
(99 Forces Responding)

	Officers			Civilians			TOTAL		
	Total	VM	%	Total	VM	%	Total	VM	%
Toronto	5621*	217	3.9	1621	275	17	7242	492	6.8
O.P.P.	4606	20^	0.4	1388	70	5.0	5994	90	1.5
Other	8056	109	1.4	2435	34	1.4	10,491	143	1.4
TOTAL	18,283	346	1.9	5444	379	7.0	23,727	725	3.1

* Includes cadets-in-training

^ Currently 19 visible minority officers; one left to join the R.C.M.P.

TABLE 3. Number of Forces Hiring Visible Minority Officers 1984-1988

Year	Number of Forces Hiring	Number of Officers Hired	Number of Forces Hiring VM	Number of VM Hired	VM as % of Total Hired
1984	42	488	3	8	1.6
1985	57	766	8	14	1.8
1986	53	763	11	30	3.9
1987	62	1068	11	51	4.8
1988	64	1335	12	76	5.7
Total		4420		179	4.0

TABLE 4. Number of Officers (Total) and Visible Minorities Hired 1984-1988

Year	Metro Toronto			O.P.P.			Other			TOTAL		
	Total	VM	%	Total	VM	%	Total	VM	%	Total	VM	%
1984	42	0*	0	150	0	0	296	8	2.7	488	8	1.6
1985	129	2*	1.6	263	1	0.3	374	11	2.9	766	14	1.8
1986	188	13	6.9	200	0	0	375	17	4.5	763	30	3.9
1987	268	24	9	254	3	1.2	546	24	4.4	1068	51	4.8
1988	431	39	9.1	281	8	2.9	623	29	4.7	1335	76	5.7
TOTAL	1058	78	7.4	1148	12	1.1	2214	89	4.0	4420	179	4.1

* Metro Toronto visible minority figures for 1984 and 1985 may be inaccurate due to incomplete information provided.

TABLE 5. Summary by Rank and Year of Promotions 1984-1988*

Year	Sergeant		S/Serg.		Inspector		Higher		TOTAL		
	Total	VM	Total	VM	Total	VM	Total	VM	Total	VM	%
1984	165	5	126	6	50	1	65	0	406	12	3.2
1985	245	3	159	2	41	0	44	0	489	5	1.0
1986	292	3	164	3	49	0	56	0	561	6	1.1
1987	306	5	176	0	62	0	59	0	603	5	0.8
1988	272	4	139	4	46	0	56	1	513	9	1.8
TOTAL	1280	20	764	15	248	1	280	1	2572	37	1.5

* While 99 forces responded to the questionnaire, approximately 50 forces did not completely fill out the question regarding promotional opportunities. It is possible that these forces did not have promotional opportunities.

TABLE 6. Five-year Summary of Promotions, by Rank 1984-1988**

	Metro Toronto			O.P.P.***			Other			TOTAL		
Rank	Total	VM	%	Total	VM	%	Total	VM	%	Total	VM	%
Serg	326	8	2.5	431	3	0.7	523	9	1.7	1280	20	1.6
S Serg	157	6	3.8	370	2	0.5	237	7	3.0	764	15	2.0
Inspect	37	1*	2.8	91	0	0	120	0	0	248	1	0.4
S Insp	29	1*	3.5	NA	NA	NA	40	0	0	69	1	1.5
Super	12	0	0	41	0	0	30	0	0	83	0	0
S Super	9	0	0	11	0	0	4	0	0	24	0	0
D Chief	3	0	0	5	0	0	41	0	0	49	0	0
Chief	1	0	0	1	0	0	53	0	0	55	0	0
TOTAL	950	5	0.5	574	16	2.8	1048	16	1.5	2572	37	1.5

NA = Not Applicable
* Same Individual
** As indicated in the previous table, while 99 forces responded to the questionnaire, approximately 50 forces did not completely fill out the question regarding promotional opportunities. It is possible that these forces did not have promotional opportunities.
*** Comparable ranks within the O.P.P. are as follows:

Constable includes all members promoted to the old corporal rank.
Sergeant includes all members promoted to the sergeant rank prior to July 1, 1988 and all detective sergeants.
Inspector includes all detective inspectors.
There is no Staff Inspector rank.
Staff Superintendent is O.P.P.Chief Superintendent rank.
Deputy Chief is O.P.P. Deputy Commissioner rank.
Chief is O.P.P. Commissioner rank.

TABLE 7. Length of Service for Visible Minority Officers

Period Employed	Metro Toronto		O.P.P.		Other		TOTAL	
	N	%	N	%	N	%	N	%
Years:								
0 - 5	78	35.9	12*	60	86	78.9	176	50.9
6 - 10	20	9.2	2	10	11	10.1	33	9.5
11 - 15	45	20.7	3	15	5	4.6	53	15.3
16 - 20	48	22.1	1	5	5	4.6	54	15.6
over 20	26	12.0	2	10	2	1.8	30	8.7
Total	217	100.0	20*	100	109	100.0	346	100.0

* Currently there are 19 visible minority officers: one left to join the R.C.M.P.

Race Relations Training

On the question of training, it would be an understatement to say that members of the black community don't believe the police are adequately trained to respond sensitively to the needs of black people.

The Jamaican Canadian Association
to the Task Force Public Hearings,
February 1, 1989

THE PROFESSION OF POLICING

In their submissions to the Task Force, Ontario's police made it exceedingly clear that they consider themselves to be professionals. Members of the public, for their part, were no less adamant in demanding that police behave professionally.

What each considers this to mean, however, is an open question. In our view, members of a "professional" occupation are expected and bound to meet considerable, well-defined standards of skill and behaviour, founded on extensive and thorough education.

This chapter considers how well the education of Ontario police prepares them for the most basic yardstick of professional conduct: the equitable treatment of the public they serve.

Race Relations Training for Police

The goal of race relations training is to change the various attitudes which produce racism in all of us. Fundamental to this process is raising individual awareness of the existence of deep-seated beliefs, stereotypes and prejudices built up through a lifetime of socialization.

Several presenters with race relations training expertise appearing before the Task Force agreed that this process is slow, complex and fraught with difficulties. When challenged most people respond emotionally and cling to their beliefs. As a result, those presenters stated, training, in the short term, must concentrate on eliminating discriminatory behaviour--that is, racism in action. Dr. Monica Armour, for example, told us:

> Discrimination means that people make decisions and behave in ways that treat people from groups about which they have stereotypes and prejudices differently, and usually negatively. The focus for change in institutions must be on social actions or behaviour.

The police culture presents particular problems in race relations training. As one consultant reminded the Task Force, police are the main agents of social control in a democratic society. As such, they are required to be strong, assertive and, to some degree, authoritarian. These are traits which often conflict with those which race relations training seeks to enhance, such as understanding and the tolerance of ambiguity and difference.

The need for police to develop these traits has never been greater. They are constantly required to deal with an increasingly diverse public in situations in which the enormous need for communication is matched only by the manifold possibilities for confusion and insensitivity. The requirement for Ontario to have a thorough race relations training program for police can hardly be overstated.

The Record on Race Relations Training

The need for effective race relations training for police has been expressed many times in the past. In 1975, a report by Dr. Wilson Head entitled The Black Presence in the Canadian Mosaic called for race relations, human rights and cross-cultural sensitivity training for police officers. The Ontario Human Rights Commission recommended mandatory training programs for police on human rights and race relations issues in 1976. The situation has also been examined by the Metropolitan Toronto Social Planning Council and the Urban Alliance on Race Relations. In 1979, Walter Pitman recommended that the Board of Commissioners of Police implement a cross-cultural and race relations program applicable to all members of the Metropolitan Toronto Police Force.

Repeatedly, these reports have emphasized several ingredients which are key to an effective training strategy. These include a manifest management commitment to race relations initiatives, a curriculum which integrates relevant issues throughout police training, carefully designed instructional materials tailored for each rank, rigorously trained instructors, the consideration of race relations skills in the promotional process and an on-going evaluation assisted by outside experts.

Without exception, the police forces, community groups, organizations and individuals presenting to the Task Force reinforced the concerns of earlier reports. The brief submitted by the First Unitarian Congregation of Toronto was typical:

> Police forces are to be commended for the training programs that have been undertaken. It is no criticism to say that more needs to be done. It is urged that for any reform to be effective, it must be acceptable to all involved or concerned. Thus we observe that a training program imposed on a police department will simply not be accepted. Police involvement in the design of the program means that they share in the ownership of the enterprise. It is also important that consultants from minorities be involved in this program design. We urge that training should involve not only recruits but also, on a continuing education basis, serving members of the forces including those in senior positions. We cannot over-emphasize the importance of leadership in changing the work environment.

The Task Force reviewed existing race relations programs. Our strong belief, based on expert opinion, is that this training falls so far short of what is needed, in both design and delivery, that it is not only inadequate but may also result in reinforcing stereotypes. We recognize the sincere efforts of the officers who prepare and deliver such programs. However, it is our view that police trainers and police institutions are not, at this time, equipped to conduct single-handedly the task assigned in this critical field.

THE PREREQUISITE: A SOUND TRAINING FOUNDATION

General training initiatives do not fall strictly within the Task Force's mandate. Nonetheless, it quickly became obvious to us that an effective race relations program can only succeed if built into a training system which already has strong foundations. While we did not conduct a thorough review of Ontario's general police training curriculum, a number of deficiencies are strikingly apparent. They include the absence of standard, statutory training requirements, limited access to continuing education and significant funding shortages. Solving these problems is essential to implementing an effective race relations program.

Educational Standards

The minimum educational standard for police officers under the Ontario Police Act is still Grade 10. The Ontario Police College requires a minimum standard of Grade 12. The Director of the College, Larry Godfree, told the Task

Force that one-third of a recent group of students had university degrees. These students, he added, excelled at the college and "demonstrated the open minded, tolerant attitude so clearly required in the police service in our discussions in race relations."

The Need for Continuing Education

The pursuit of police professionalism cannot ignore the need for education beyond that required for entrance to policing. It is imperative that police management recognize the value of, continuing post-secondary education to policing. Officers ought to be encouraged through funding assistance, shift selection and promotional opportunities to undertake university level courses. Many police forces currently recognize and promote this value.

It has been said that police morale is improved when police values are congruent with community expectations. Ours is an increasingly sophisticated and educated community. The policing service will benefit from the increased education and sophistication of its officers.

The Ministry of the Solicitor General and police management ought to consider, in conjunction with Ontario universities, the development of courses to assist officers in meeting the requirements of university admission.

13. **The Task Force recommends that the Solicitor General encourage police forces to facilitate the enrolment of officers in university level courses through funding support, shift accommodation and promotional opportunities.**

    a) **Further, the Task Force recommends that the Solicitor General undertake consultation with Ontario universities for the purpose of designing courses to enable officers to achieve university entrance requirements while on duty.**

As noted earlier, Larry Godfree pointed out the value of higher education in improving race relations and policing. Police officers today, particularly in urban centres, are commonly called upon to perform duties in racially diverse communities which require considerable investigative and human skills. Modern policing, therefore, demands that police inform their work with race relations, sociological and psychological insights. Today's recruit requires at least a secondary school diploma in order to do justice to all aspects of policing and especially to police a multiracial society.

14. **The Task Force recommends that the Police Act be amended to require successful completion of Grade 12 or an equivalent completion of secondary school for admission to the Ontario Police Service.**

Currently, there is no statutory requirement for training under the Police Act. Moreover, recruit training is short-term and does not involve a mandatory period of apprenticeship. As a result, standards for professional qualifications are not consistently applied throughout the province. Effective policing in a multiracial society will require a provincially consistent training standard, particularly with regard to race relations issues.

15. **The Task Force recommends that the Police Act be amended to require all applicants to police forces to complete successfully a training program at the Ontario Police College prior to employment as a police officer.**

The Task Force believes that this recommendation will support the on-going joint consultation of the Ontario Association of Chiefs of Police and the staff of the Ontario Police College in their continuing evaluation and redesign of police training programs.

The Coach-Officer Program

The Task Force is aware that a "coach-officer" program has recently been instituted by the Ontario Police College. This program pairs probationary constables with experienced officers for a three-month period. While the purpose of the program is commendable, its success depends primarily on the coaches as role models. It follows that, from a race relations perspective, insufficiently qualified coach-officers may do more harm than good. Recruits are vulnerable, in policing as in all institutions, to informal pressure to ignore their formal training in favour of learning "how it is really done".

Coach-officers must be carefully selected and receive standardized training to ensure that any cynicism or inappropriate behaviour is not transferred to the recruit. They should have a minimum seniority of five years, have completed a refresher course and be trained in race relations. In addition, coach-officers should be evaluated on their performance and required to produce periodic evaluations of the probationary constable. The implementation of a coach officer program must be carefully monitored by the Ontario Police College.

16. The Task Force recommends that the Policing Services Division of the Ministry of the Solicitor General monitor the implementation of the "coach-officer" program.

a) Further, the Task Force recommends the establishment by the Policing Services Division of stated standards to be met by coach-officers, including refresher training and training in race relations.

b) Further, the Task Force recommends that a mechanism be designed by the Policing Services Division to evaluate the effectiveness of coach-officer programs.

Refresher Training

Continuing education is critical if officers are expected to maintain skills, be current on changes in the law and be sensitive to the increasingly diverse communities they serve. Mr. Godfree, the acknowledged expert in police training, is of the view that refresher training should be undertaken at least every five years. It is estimated that, on average, police officers refresh their skills once every twelve years.

17. **The Task Force recommends that, commencing in January 1990, the Solicitor General require all officers to attend at the Ontario Police College for a four-week refresher training course at five years of service and every five years thereafter.**

a) Further, the Task Force recommends that the Solicitor General require the Ontario Police College to ensure that the said refresher training course includes a significant component of professionally evaluated race relations training and that it integrates race relations issues throughout the curriculum.

Funding

In making the above recommendations, the Task Force is aware that one of the reasons Ontario police currently receive so little formal refresher training is that there is a general shortage of funding for training. The Ontario Police College, for example, has a waiting list of almost 1,000 officers who have applied for admission to specialty courses but cannot be accommodated. The list would be longer, the Task Force was told, but for the fact that some forces have simply stopped trying to gain admission for their officers. The College was also recently forced to cut back the length and content of its recruit training program.

Nevertheless, the training of recruits is fully subsidized. This is an unreasonable situation, particularly given that all successful students will obtain employment upon graduation, a feature almost unique to the police. Most professional occupations require students to subsidize a portion of the cost of their education. Bursaries and loans are available through corporate and private donations, as well as from the government. A requirement of self-funding will assist in defraying the costs of education.

The Task Force also believes that the commitment entailed in a personal economic sacrifice will encourage, among recruits, a view of policing as a professional occupation. Good race relations and policing can only take place in a professional environment. Such an environment will be better achieved if partial self-funding is an educational requirement.

18. **The Task Force recommends that students attending the recruit police training program be required to pay a reasonable contribution towards tuition and any reasonable expenses associated with such training.**

    a) **Further, the Task Force recommends that the Solicitor General request the Minister of Colleges and Universities to secure the amendment of the Ministry of Colleges and Universities Act in order to provide bursaries and loans to recruits attending the Ontario Police College.**

The Need for Further Review

The Task Force is concerned that there may be variations in the quality of training for Ontario police. The Solicitor General currently oversees only the training programs at the Ontario Police College and the Ontario Provincial Police Academy. There is no statutory requirement for review or control of the standards of in-service training. If ever there is going to be an acceptable police and race relations environment throughout this province, there must be a centralized approach to training within which race relations issues and skills can be consistently identified and taught.

19. The Task Force recommends that the Police Act be amended to provide the Solicitor General with responsibility for setting and maintaining the standards for all police training in Ontario.

a) Further, the Task Force recommends that the Solicitor General review the adequacy of current recruit and refresher training courses, whether offered in-service or at the Ontario Police College, to ensure standardized training throughout Ontario.

b) Further, the Task Force recommends that this review include an assessment of current training standards, instructor qualification, mechanisms for evaluating training programs, and recommendations for improvement in these areas when warranted.

c) Further, the Task Force recommends that, by April 1990, the Solicitor General submit a report to the Legislature on the province-wide review of training.

Community Training Opportunities

Job training need not be limited to police duties. Community representatives who appeared before the Task Force suggested that officers be required to intern with a visible minority community organization. This suggestion has much merit. Probationary constables tend to learn many myths early in their careers. A community internship, implemented after the first six months of field experience, might dispel some of these myths. More experienced officers could also benefit from an internship, gaining a new perspective on their role in the community.

The participation of community organizations could be solicited and approved by municipal police authorities. There will, of course, be a few communities which do not have visible minority organizations. In these cases, an internship with a local service-sector community organization could be substituted.

20. **The Task Force recommends that the Solicitor General require all probationary constables to complete a two to three-month internship with a visible minority community organization.**

    a) **Further, the Task Force recommends that the Solicitor General require all officers to complete a further two to three-month internship with a visible minority community organization prior to being considered for promotion.**

A NEW COMMITMENT TO RACE RELATIONS TRAINING

For race relations training to have any meaningful impact it must be implemented throughout the police system, starting at the top. A commitment is required of the Solicitor General to remedy all problems related to race relations and policing issues and to ensure that the Police Act is appropriate to policing in a multiracial society. Such a commitment demands a Police Act which encourages effective race relations training of officers and provides police management with the tools to sanction officers who behave in a discriminatory manner.

When questioning police officials, the Task Force repeatedly heard that police forces rarely, if ever, disciplined officers for violations of race relations policies. Part of the reason is that most forces have no formal race relations policies. Furthermore, there is no specific sanction against discriminatory behaviour in the Police Act beyond the broad prohibition of "incivility".

The Task Force recommends elsewhere in this report that each municipal policing authority prepare a race relations policy which reflects the philosophy of policing a multiracial society (see Recommendation 37(b)). The Task

Force also recommends elsewhere that Regulation 791 of the Police Act be amended to include discrimination on the basis of race as a disciplinary offence (see Recommendation 37(a).)

A few forces have encouraged the participation of senior management but most in-service race relations training has been limited to recruits, constables and sergeants. Furthermore, boards of commissioners of police and committees of council receive no race relations training at all.

In the words of Carol Tator, a race relations consultant who appeared before the Task Force:

> Perhaps the most fundamental flaw of training programs in general and, more specifically... (those) provided by the police, is that the focus is on new recruits and mainly front line officers... It is, in fact, far more critical to ensure that training is directed at senior levels of management... The first step in any change process is to help the people at the top, the key decision makers within the institution or organization, to confront the reality of racial barriers within their own system.

A perception that management is not committed will thwart the effectiveness of any program. Police management and municipal police authorities must recognize that race relations training will better equip them for their responsibilities and will ensure that training received by more junior officers is reinforced.

21. **The Task Force recommends that the Solicitor General, through the Police Act, require that all police officers, including senior command officers, civilian staff, police commissioners and members of committees of council, receive race relations training on a continuing education basis.**

The Content of Training

The authoritarian nature of police training and the working requirements of the judicial system tend to produce police who are pragmatists. As a result, police officers often reject the need to understand their own attitudes and perceptions. Given the orientation of policing, it is not surprising that race relations training, focussed as it is on attitudinal issues, has been perceived by many officers as irrelevant to their work. The challenge for police management is to implement race relations programs which are effective and which officers view as providing skills crucial to their everyday duties.

To date, police initiatives in this area have been limited and inconsistent. Part of the problem, identified during our hearings, is that the field of race relations training is fraught with conflicting methodologies. There is no agreement on a standard race relations curriculum for police, or other institutions for that matter. These are problems which police officials have themselves identified.

Mr. Godfree, for example, told the Task Force that the Ontario Police College race relations program, put together over the years, is "not the best" and, indeed, might be "counter-productive".

The Task Force has reviewed existing race relations programs and received information on those used by 99 Ontario police forces (see page 118). The information gathered has revealed a considerable variation in approaches to the subject across the province. Programs range from reading assignments, classroom lectures and simulation exercises to training during roll call or watching videotapes. Some forces have designed workshops which involve the participation of visible minority communities. Commonly, training concentrates on general discussions about prejudice and discrimination and includes topics such as immigration, human rights legislation and the cultural and religious backgrounds of particular communities.

Race relations issues tend to be taught in isolation from other police training issues. Often, little time is spent on ensuring that the information conveyed is, in fact, understood. Furthermore, most programs are based on a teaching approach considered by many consultants to be not only ineffective but dangerous. To date, programs have focused on cross-cultural rather than race relations training. The distinction, drawn for the Task Force by several experts, is vital. Cross-cultural training concentrates primarily on information about the specific cultures of minority groups. This kind of training results in a travelogue approach which encourages stereotyping and presents the false impression that knowledge of particular cultures can be quickly acquired.

As previously noted, race relations training focuses on teaching people to interact with those whose racial and ethnic origins differ from their own. It must concentrate on identifying and changing behaviour which has a discriminatory effect. As Dr. Monica Armour told the Task Force:

> What counts, particularly in a field of work such as policing, is how people behave, their social actions. And what we're trying to do is remove individual discriminatory behaviour from the police force, from all the members of the police force, as well as to remove any institutionalized racism or sexism that may have not been intended.

If it is to change behaviour, race relations training must be carefully designed and must apply to the job responsibilities of individual officers. We emphasize that two types of race relations training are needed. First, all police officers require the benefit of a separately taught race relations course. Secondly, and perhaps more importantly, race relations issues must also be integrated into all other training and become part of routine policing activities.

The Task Force cannot overemphasize its concern about the current inadequacy of police race relations training in this province. It is not meeting the needs of either the police or the community. We are, therefore, recommending a thorough overhaul of race relations training, to be done with the assistance of civilian expertise.

We believe that the need for fundamental redesign is so great that there is a danger in continuing to offer existing programs while the redesign is in progress. Continuation of existing race relations training programs will only serve to impede the redesign by leaving the impression that existing content and delivery is appropriate. It is not. Our assessment of the quality of the content and delivery of police training in race relations leads us to conclude, with regret, that a relatively short moratorium on the provision of these courses will not result in serious harm.

All efforts by police forces and police training institutions in the area of race relations training must immediately be devoted to the redesign of content and delivery. Civilian consultants must participate in this process. At this time, given the complexity of the subject, the police are not capable of designing race relations programs in isolation. Neither their training nor environment are conducive to developing the required expertise. Race relations training professionals can, in consultation with the police, develop models appropriate to policing needs. These models are required both for separate race relations training packages and for the integration of the subject into all other facets of police training. Until this professional expertise is imported into their training materials and delivery, officers will continue to be ill-equipped to police today's multiracial society.

There is also a need for a broad consultative process among the Ministry of the Solicitor General, the Municipal Police Authorities, the Ontario Association of Chiefs of Police, the Police Association of Ontario, the Ontario Race Relations and Policing Review Board and civilian consultants. It is envisaged that this consultative process will become one of the initial tasks of the Ontario Race Relations and Policing Review Board. Consideration should also be given to coordinating the programs of Ontario police institutions with those of the Canadian Police College.

22. **The Task Force recommends that the Solicitor General impose an immediate moratorium on all race relations training programs and planned initiatives throughout Ontario pending the review and replacement of all existing race relations training programs.**

a) Further, the Task Force recommends that the Solicitor General require that, by January, 1990, the instructional materials and training programs used by all police forces and training institutions be reviewed jointly by the Solicitor General, the Municipal Police Authorities, the Ontario Association of

Chiefs of Police, the Police Association of Ontario, the Ontario Race Relations and Policing Review Board and civilian consultants for the purposes of developing a basic race relations training program and integrating race relations issues into all aspects of police training.

b) Further, the Task Force recommends that the review of training materials ensure that visible minority civilians and police officers of both sexes be appropriately depicted in all departments and in all ranks, interacting with each other and with white officers and civilians.

c) Further, the Task Force recommends that all police race relations training manuals be available for review by the public.

d) Further, the Task Force recommends that, by June 1990, a race relations program be designed jointly by the Solicitor General, the police, representatives of visible minority communities and civilian consultants with expertise in race relations training for use by all police forces, training institutions and police governing authorities.

e) Further, the Task Force recommends that this program be implemented by all police forces, training institutions and police governing authorities by December 31, 1990, and be monitored and evaluated every year for the first three years and every five years thereafter by the Ontario Race Relations and Policing Review Board.

Training the Trainers

Race relations training, even when based on good materials, vitally depends on the quality of teaching.

The Task Force is aware of the considerable commitment of police trainers and their devotion to helping other officers police a multiracial community. However, the Task Force was convinced that Ontario's race relations trainers are not sufficiently trained for the task demanded of them.

Repeatedly, we were warned of the potential consequences of poorly trained instructors. Dr. Armour's views echo what others told the Task Force. She writes:

> If intercultural or race relations training is not skillfully designed and facilitated, it may backfire and actually perpetuate, reinforce or increase the level of stereotyping, prejudice, discrimination, and racism that occurs within the organization... Highly developed interpersonal skills and group facilitation skills are required by intercultural and race relations trainers. If the training does not go well for whatever reason, but especially because the process was not facilitated well, the outcome may be worse than if the training had never occurred at all.

To avoid this pitfall, trainers need skills which require considerable time to develop and must be routinely refreshed. Some have argued that race relations can only be taught effectively by non-police trainers. The Task Force disagrees. Police bring policing knowledge and the practical application of policing problems to training designs. These skills are especially necessary for an integrated approach to race relations training.

While police training, in itself, cannot equip officers to teach race relations, it is our view that, given sufficient opportunity to acquire the necessary skills, carefully selected police instructors can learn to be effective race relations trainers. Furthermore, as the police redesign their race relations curriculum, the Task Force believes visible minorities must be included in the training process. Ideally, the training team should be balanced and include trainers of mixed gender and race.

To become effective race relations trainers, the trainers themselves must receive professional instruction and continuing evaluation. Police forces need the help of civilian race relations experts who have a wealth of experience in this area.

In light of the urgent needs of police forces for skilled race relations trainers, the Task Force believes that it is necessary for the Solicitor General to create a train-the-trainers program. The Task Force suggests that the development of such a program might be facilitated and assessed by the Ontario Race Relations and Policing Review Board. It is envisaged that the Review Board, in its research and program development capacity, will play a leading role in the development of a train-the-trainers program.

23. **The Task Force recommends that, by January 1990, the Solicitor General require the Ontario Police College, in consultation with the Ontario Race Relations and Policing Review Board and civilian experts, to design a train-the-trainers program for all Ontario police race relations training officers.**

a) **Further, the Task Force recommends that the train-the-trainers program be evaluated by the Ontario Race Relations and Policing Review Board every year for the first three years and every five years thereafter.**

Monitoring the Effect of Race Relations Training

The Ontario Race Relations and Policing Review Board will assume an essential function in maintaining and continuing an evaluation of the effect which new race relations training programs have on the interaction of police and visible minorities in this province. If training programs do not improve the relationship between police and visible minorities, the Review Board will be required to assess the inadequacies of the programs and recommend remedial action.

24. **The Task Force recommends that the Ontario Race Relations and Policing Review Board be required to undertake a long term study of police race relations training and its effect on the interaction of officers with visible minority communities.**

SUMMARY OF THE CROSS-CULTURAL AND RACE RELATIONS TRAINING PROGRAMS OF ONTARIO POLICE FORCES EMPLOYING OVER 300 OFFICERS

This summary is based on the police force responses to the questionnaire in Appendix E. The following police forces employ over 300 officers:

1. Metropolitan Toronto Police (5,621)
2. Ontario Provincial Police (4,606)
3. Peel Regional Police (953)
4. Hamilton-Wentworth Regional Police (666)
5. Ottawa Police (600)
6. York Regional Police (599)
7. Niagara Regional Police (563)
8. Waterloo Regional Police (479)
9. Durham Regional Police (457)
10. Windsor Police (356)
11. London Police (346)
12. Halton Regional Police (336)

1. The Ontario Provincial Police College

The Ontario Police College provides training for all police recruits in Ontario. The College offers courses in all areas of policing, including a course entitled: "Multicultural training for police -- Policing in a multicultural, multiracial society."

This course consists of two 90 minute lecture periods including a short video. Training materials include a written guide to instructors and a sample lesson plan for instructors selected to teach "Policing in a Multicultural and Multiracial Society". Students receive a 28-page guide which includes relevant legislation and articles. Training materials are prepared by the course instructor and reviewed in-house for cultural and racial bias.

2. The Metropolitan Toronto Police Force

The Metropolitan Toronto Police Force is the largest police force in the province employing 5,621 officers. The Staff Sergeant in charge of cross-cultural and race relations training for the Toronto force met informally with members of the Task Force and made a presentation at the public hearings.

The Metropolitan Toronto Police Force, through training offered at C.O. Bick Police College, implemented a cross-cultural and race relations training course as part of the regular course curriculum in the fall of 1987. A Staff Sergeant and Sergeant are responsible for training approximately 90 recruits five times a year. The materials prepared for distribution to the class are a compilation of human rights legislation, case scenarios, police procedures, and general theory. The training is provided in a classroom setting.

Currently, new recruits receive six 90 minute (9 hours) periods in cross-cultural and race relations training prior to being sent to the Ontario Police College for nine weeks. Following their return from the College, they receive an additional three 90 minute periods (4.5 hours) in cross-cultural and race relations training.

The cross-cultural and race relations program offered at C.O. Bick is relatively new and began with a focus on training recruits and cadets. In 1988 the program was expanded to apply to civilian and other police personnel. During 1988 the majority of police officers on the force received an introduction to cross-cultural and race relations training. Officers may also receive cross-cultural training at the divisional level from members of the Ethnic Relations Unit.

The police training curriculum is being reviewed by the Staff Sergeant in charge of cross-cultural and race relations training with a view to integrating this training throughout all training courses.

3. The Ontario Provincial Police

The Ontario Provincial Police is the second largest police force in the province with a total of 4,606 police officers. The force is responsible for policing in all areas of the province.

The Ontario Provincial Police submitted a brief and response to the Task Force questionnaire. The brief states:

"Training and education of Force employees (in relation) to visible minorities has, to date, focused on senior Force managers through seminars and symposiums on cross-cultural training. In addition, all Force recruits are given a presentation on multicultural policing as they commence their police careers. Currently education packages are being developed in concert with Ministry of the Solicitor General personnel, for all Forces in Ontario, to sensitize and provide insights into policing a multiracial, multicultural society."

The extent of cross-cultural and race relations training offered by the Ontario Provincial Police is as follows:

1. Recruits receive a three hour lecture at the Ontario Provincial Police Academy.
2. In 1982, the force offered in-service training lectures to members up to the rank of Staff Sergeant.
3. Senior officers attend conferences on multiculturalism and race relations, and other classes as identified by the Director of the Academy.

The Force intends to begin integrating cross-cultural and race relations training in selected courses in 1989. Training materials are assessed in-house for cultural or racial bias.

The Force's cross-cultural and race relations plan for 1988-1992 includes the following initiatives:

1. Attendance at multiculturalism symposium.
2. Sensitivity Training for Force recruiters.
3. Distribution of the Ontario Human Rights Code and book: "Police, Race and Ethnicity" to each police detachment and force library.
4. A training package for force employees addressing employment equity, race relations and managing diversity is being developed in conjunction with the Ministry of the Solicitor General.
5. The development of a multiculturalism and race relations information package for distribution to all detachments.

6. The development of a five day training package to train the trainers who will deliver the training package to all force employees (on or before March 31, 1992).

7. The establishment of an Advisory Committee representing the diverse population of Ontario to assist the Force with it cross-cultural and race relations initiatives.

8. Review and revision of Force publications, communications and advertisements for gender, race and cultural bias.

9. A review and monitoring of training programs with the view to integrating race relations into the curriculum.

4. Peel Regional Police

The Peel Regional Police force is the third largest police force in the province employing 953 officers.

The Staff Inspector responsible for cross-cultural and race relations training for Peel appeared before the Task Force. He co-authored a book which is the basis for training in Peel. Recruits receive one day of training in race and ethnic relations and the force expects to conduct one-day training seminars for all members of the force in 1989.

Prior to attendance at the training, each recruit is required to read: "Police, Race and Ethnicity: A Guide for Law Enforcement Officers. The primary material for cross-cultural and race relations training in Peel is the above-noted textbook.

In 1988, all uniform personnel were given a one day training session devoted to crisis intervention and a portion of that session was devoted to the role of culture in domestic disputes.

Early in 1988, a presentation was given to all the Senior Officers by Staff Inspector Chris O'Toole, on the topic of managing diversity. This session presented scenarios involving problems facing minorities and women in the work force.

Senior Officers are being encouraged to participate in training sessions. A recent seminar held in Toronto by the Solicitor General on Race and Ethnic Relations, was attended by all of the forces Divisional Commanders.

The force has approved funding for a one day Race and Ethnic Relations seminar to be held this year for all ranks with emphasis on the ranks of Sergeant through to Chief of Police.

The Officer-in-Charge of Race and Ethnic Relations is a graduate of Sheridan College's certificate course in Race and Ethnic Relations and of the Canadian Police College's Multicultural Educators Course.

5. Hamilton-Wentworth Regional Police

The Hamilton-Wentworth Regional Police is the fourth largest police department in the province with a total of 666 police officers.

The department appeared before the Task Force and submitted a brief and response to the Task Force questionnaire.

One officer, a member of the Community Services Section, is responsible for Ethnic and Race Relations training. Officers receive a two-hour lecture on cross-cultural and race relations training prepared by the Ethnic and Race Relations Officer. This Officer has also provided in-service "mini-training" sessions for patrol officers and supervisors. Officers also receive training at the Ontario Police College and during outside seminars and conferences.

The department provides a five hour Cultural Awareness Exchange program in conjunction with the Hamilton Multicultural Council. This program brings together a group of officers and members of ethnic and visible minority communities to discuss the perceptions held by each participant in relation to policing and ethnic and race relations issues. These sessions are facilitated by a non-police facilitator who summarizes and evaluates the session in the form of a written report.

The department is in the process of developing several training videos which address employment equity, cultural sensitization, and human rights issues which will be shown during Sunday roll-call training sessions.

Training material is currently assessed in-house by the course coordinator. The Ethnic and Race Relations Officer is expected to become involved in this evaluation process in future.

6. Ottawa Police Force

The Ottawa Police Force is the fifth largest police force in the province employing 600 police officers.

The Ottawa Police Force made a submission at the public hearings held in Ottawa and submitted a brief and response to the Task Force questionnaire.

Ottawa police officers receive cross-cultural and race relations training in-service and through the Canadian Police College multi-cultural trainers course. The in-service training consists of six three-day courses held annually and is provided to officers and administrative staff. This course is based on a 1983 program funded by Multiculturalism Canada. The course requires that police and community members participate in an interactive setting. The program was evaluated by an independent evaluator in 1983 and was judged a success. As a result, the program was continued and is currently funded by the Ottawa Police Force. To date, over half the police force has received this training. It is expected that the training will be on-going.

Materials used in the course are distributed in advance. They are reviewed by a police constable responsible for training and a community representative. Additional materials are distributed during the three day session.

7. York Regional Police Force

The York Regional Police Force is the sixth largest police force employing 599 officers.

Cross cultural and race relations training is provided to all ranks of officers, including the Chief, through in-service training sessions. Officers receive this training on average once every two years for a one-hour period.

The force has integrated cross-cultural and race relations issues into crisis-intervention training programs which involve role playing. Training materials are reviewed in-house for cultural and racial bias.

8. Niagara Regional Police Force

The Niagara Regional Police Force is the seventh largest police force in the province employing 563 officers.

The force provides some in-service cross-cultural and race relations training and recruits receive training at the Ontario Police College. The force uses the cross-cultural and race relations materials produced by the Ontario Police College and the Canadian Police College. It is expected that patrol officers will receive similar training in 1989.

9. Waterloo Regional Police Force

The Waterloo Regional Police Force is the eighth largest police force in Ontario employing 479 officers.

Cross-cultural and race relations training is provided in-service by multi-cultural groups, the Ethnic Relations Unit of Metropolitan Toronto, and the force's training branch.

Officers also receive training at the Ontario Police College and through course and conferences. Plans to develop this training have been discussed and the force hopes to implement further cross-cultural training initiatives in 1989. Current training materials are assessed in-house.

10. Durham Regional Police Force

The Durham Regional Police Force is the ninth largest police department in the province employing 457 officers.

The force does not offer in-service cross-cultural and race relations training but is currently designing a program which will be introduced in-service. In 1988, 60 officers, including recruits, constables, and non-commissioned officers attended a seminar on cross-cultural and race relations training conducted by the R.C.M.P.

11. Windsor Police Force

The Windsor Police Force is the tenth largest police force in Ontario employing 356 officers.

The Windsor force offers in-service training in cross-cultural and race relations on an annual basis. In the past, all non-commissioned officers and recruits received four hours of training from a race relations consultant employed by the Ontario Human Rights Commission. The consultant provides training materials. Senior officers do not receive in-service training. Selected officers attend the Canadian Police College.

12. London Police Force

The London Police force is the eleventh largest police force in the province employing 346 officers.

The force offers in-service training over a 15 week period of which three hours per week are allocated to cross-cultural and race relations training. Training is repeated on a needs basis. Officers also receive training at the OPC, and through specialized symposia.

Training materials are assessed in-house and are based on the materials distributed at the Ontario Police College and on materials prepared for the symposium on "Policing a Multicultural Society" held in London in 1988.

13. Halton Regional Police Force

Halton Regional Police Force is the twelth largest force in the province employing 336 officers. Training in the area of cross-cultural and race relations is offered exclusively by means of training videos. Six 30 minute videotapes are viewed by all uniformed officers. The tapes are viewed in an interactive mode whereby questions are posed to the viewer on the content of the tapes. Answers are recorded, marked and the results are returned to the member's supervisor.

Training videos are three hours in duration, and videos on specific cultures are issued for viewing as they are developed. All uniformed officers are required to view the videotapes. Officers receive additional training at the Ontario Police College, at universities, and at the Multicultural Educator's Courses offered at the Canadian Police College. Materials are assessed in-house by senior administration of the force and the Human Resources Centre.

Use of Force

Police work has become an intellectual pursuit. The best weapon we have isn't the gun - it's the mind. If you do your homework and have your facts in line, you'll have a much safer arrest situation.

Livi Baccaccio, Head of the F.B.I.
National Academy in Virginia.

POLICE USE OF FORCE

Citizens invest police officers with extensive powers to carry out their work of protecting the population, including the authority to use deadly force in certain circumstances. These powers are based on trust. However, when authority to use force against other citizens exists, so does the potential for abuse. Therefore, trust must be balanced by accountability.

In Ontario there are no figures on how many police shooting fatalities or injuries of citizens involved visible minorities. Nevertheless, in the current atmosphere precipitated by recent fatal police shootings of blacks every case of force used against a member of a visible minority is highly publicized and affects the relationship between police and visible minority groups. This impact is all the more pronounced in cases in which citizens are killed by police in what appear to be other than extreme circumstances. Obviously, it is imperative to ask whether these are isolated incidents coincidentally occurring within a short period of time or whether they represent a trend in the careless use of firearms by police.

The Task Force considered this question through an examination of the use of force by police. Resort to force is a very small part of policing. Improperly used force, however, may have a disproportionate impact on visible minorities. Therefore, rectifying the misuse of force in general will help to improve the relationship between the police and minority groups.

DEADLY FORCE AND THE LAW

The Task Force found that fundamental problems regarding the discretionary use of force reside in the law itself. In Ontario, the issue falls under Regulation 790 of the Ontario Police Act. The provincial legislation is less permissive than the Criminal Code in that it forbids officers from shooting at fleeing felons who are not posing a threat. Section 9 of Regulation 790 only allows police to shoot in order to defend a life or to apprehend, when other means are insufficient, a person who may cause death or "grievous bodily injury" to someone else. The current wording of Section 9 reflects that proposed by the late Judge John Greenwood in the 1980 Task Force Report on the Use of Firearms by Police Officers.

The legislative distinction between the threat of death, in section 9(a), and that of "grievous bodily injury" in section 9(b), is neither particularly useful nor, in fact, discernible to an officer under pressure. The difference between death and grievous injury is often merely fortuitous. The legislation should allow officers to use deadly force only when the suspect is threatening death.

Section 9(d) of Regulation 790 gives police authorization to "discharge a firearm for the purposes of giving an alarm". The practice of firing warning shots, however, has been abandoned in Ontario. It is sufficient for officers to be empowered to shoot in defence of life or to call for assistance in a critical situation.

25. The Task Force recommends that Section 9(b) of Regulation 790 under the Ontario Police Act be revoked.

a) Further, the Task Force recommends that section 9(d) of Regulation 790 be amended to read as follows:

> **"to call for assistance in a critical situation when there is no reasonable alternative."**

b) Further, the Task Force recommends that Section 8 of Regulation 790 be correspondingly amended to read as follows:

> **"No member of a police force shall draw his revolver except when he believes it may be necessary for the protection of his or her life or the life of another."**

The Criminal Code

The Criminal Code of Canada gives an amount of discretion in using firearms which does not sit well with either the community or the police. Under Section 25(4) of the Code, an officer lawfully proceeding to arrest can shoot a suspect who attempts to escape unless that can be prevented by less violent means. This section, a codification of the common law "fleeing felon" rule, has the effect of making virtually any type of criminal liable to attracting the lawful use of deadly force by police.

The rationale for the creation of this rule, however, no longer exists. Section 25(4) encompasses a myriad of offences which are neither dangerous nor serious. Since Canada no longer imposes capital punishment even for the most serious crimes, the provision is inconsistent with current social and legal values.

Section 25(4) has fallen out of favour with Canadian courts, academics and police and there have been repeated calls for its abolition. Police are uncomfortable with the excessive discretion it confers in the absence of any guidelines on the exercise of that discretion. In fact, instructors at the Ontario Police College tell officers not to rely on the latitude afforded by section 25(4).

The law should address the danger immediately perceived by the officer, not the nature of an offence possibly committed in the past or to be committed in the future. The law must provide direction to officers in highly-charged situations which strikes an appropriate balance between the state's interest in apprehending suspects, on the one hand, and, on the other, the preservation of individual life and the adjudication of guilt or innocence in accordance with fundamental rights.

While the provincial regulation of force is more limiting, the Task Force believes that section 25(4) is prejudicial to enthusiastic enforcement of Regulation 790. The penalties for violation of Regulation 790 are restricted to loss of pay or dismissal. The legislation has no bearing on an officer's legal justification for use of force in answer to a criminal charge. Police conduct is measured judicially against Section 25(4) of the Code. It is that provision which must be amended to reflect any restriction on the use of force by police. Moreover, police use of force is a paramount social issue and must be uniformly regulated throughout the country. The Criminal Code is the appropriate forum in which to express whatever law enforcement policies are chosen.

26. The Task Force recommends that the Government of Ontario petition the Government of Canada to amend section 25(4) of the Criminal Code to restrict its applicability to situations in which the fleeing offender poses an immediate threat of death to police officers or others.

POLICE TRAINING IN THE USE OF FORCE

As mentioned earlier in this report, there is no legal requirement for Ontario recruits to graduate from the Ontario Police College before being sworn in as constables. Under Regulation 790 of the Police Act, the Chief or Commissioner of a police force must be satisfied that an officer has received instruction and is competent in the use of a firearm before one is issued. A police force is not at present prohibited from swearing in an officer who has failed to meet the College's academic or firearms requirements. As a result, the province has neither a minimum standard for firearms training and accreditation, nor a central licensing authority.

In his report, Judge Greenwood recommended compulsory attendance by all recruits at the Ontario Police College within three months of appointment. Failure to meet the College's training standards, he stated, should deprive an officer of the right to carry a firearm until those standards were met. His recommendations on this issue have still not been implemented.

Tactical Training

While the Police College's firearms training should be made compulsory, the Task Force found that the training program itself must be strengthened and expanded. Information was received by the Task Force which indicates that firearms training was more extensive at the Ontario Police College in past years than at present.

From the data gathered it is evident that proportionately too much emphasis in training is placed on the final stage of conflict, the use of a gun. It is important to stress to a greater degree that an officer should only rely on a firearm as a last resort and that there should also be training on restraint of force and the alternate levels of force available at earlier stages of a confrontation.

While encounters between the police and the public are, to a certain extent, determined by circumstances, inappropriate initial reactions by police can aggravate situations. There is a richness of tactical choice at the outset of most conflicts and each move has a direct bearing on subsequent options.

The Task Force reviewed the verdicts of coroner's inquest juries over the last ten years and found several instances in which officers made a series of tactical mistakes which ultimately put them in a position of having no choice but to use their firearms. At the inquest into the death of Alexander Misztal in 1977, for example, evidence showed that police physically positioned themselves in the worst possible way to contain a potentially dangerous situation. Their poor tactical decisions, in turn, enabled Mr. Misztal to put the officers in apparently mortal danger, thereby creating the need and the legal justification for killing him. There have been a number of similar cases in which police apparently did not fully consider the consequences of their chosen course of action at the outset.

Recruits, then, must understand what sorts of actions will tend toward particular outcomes. More extensive training is needed in tactics such as positioning, psychological disarmament and various other modes of defusing situations. Crisis intervention training should also be stressed. It provides officers with skills which may make the resort to force unnecessary. In his oral presentation, Jack Gemmell, of the Ontario Law Union, made this point to the Task Force:

> We are very concerned about the rise of a police culture that isolates police officers from the people they serve and looks to the technologies of violence rather than human understanding in dealing with society's problems.

Greater emphasis is needed in teaching officers to isolate, contain, negotiate and, when time permits, refrain from using lethal force pending the arrival of the nearest tactical rescue unit.

27. The Task Force recommends that more time be spent on tactical training for recruits at the Ontario Police College and that such training be examinable. An officer's on-duty performance with respect to tactical manoeuvres must be monitored and be a factor for the purposes of performance appraisal and promotional opportunities.

The Decision to Fire

Current firearms training places much more emphasis on the mechanics of shooting than on its ethics. The Ontario Police College provides only two hours of training in the exercise of discretion in discharging firearms. That degree of training is inadequate. Greater stress must be placed on the "shoot - don't shoot" dilemma which must be resolved by an officer forced to resort to the use of a firearm.

William Trudell, of the Criminal Lawyers' Association, told the Task Force of several simulation systems, now used by the RCMP, which would help achieve this goal. FATS (Firearms Training Simulator), for example, is a computer-controlled interactive system which projects a scene containing situations in which an officer must make a split-second decision on whether to shoot. The scene freezes when the target is hit and gives an assessment of the officer's decision. Other available technology includes a simulation known as Hogan's Alley and a more sophisticated package called Apogee Systems. While somewhat costly, these programs would enable recruits to practice their reaction and decision making skills properly.

There is also a need to spend more class time discussing the proper use of firearms in hypothetical situations and analyzing case histories. This training should use officers who have been involved in shootings and can give recruits the benefit of their experience and hindsight. It appears that more experienced officers are less prone to using excessive force and tend to react more to circumstances than to the suspect's characteristics. The wisdom of these officers should be used to teach an appropriate judgement strategy.

Without better recruit training in the legality and ethics of shooting in various situations, police will continue to be guided largely by instinct unimproved by informed analysis. A highly-charged crisis situation is the wrong place for officers to be pondering the exercise of this discretion for the first time. The province owes it to both the police and to those they serve to provide the best preparatory training possible.

28. The Task Force recommends that firearms training for recruits at the Ontario Police College be improved to address more fully, through discussion and the use of computerized scenarios, the discretion afforded police officers with respect to the use of deadly force.

Marksmanship

It is essential, obviously, that recruit training ensure that officers who are forced to use their firearms be capable of handling them.

The current course gives recruits only four to five hours of actual shooting practice which is conducted entirely on the firing range in fully lit conditions with a stationary target. These conditions are acceptable for teaching the capabilities of a firearm and ammunition. However, an officer using a firearm in the course of duty will not likely benefit from such ideal circumstances. Research indicates that most police shootings involve a target moving through densely populated areas under poor lighting conditions. Recruits must, therefore, be given additional firing practice in situations which simulate reality: outdoors, in darkness, on wet footing, with multiple and moving targets.

Such training was provided at the Ontario Police College before the recruit program was cut from fifteen to nine weeks in 1988. The Task Force is of the view that such exercises are invaluable preparation and that they should be reinstated.

29. The Task Force recommends that the Ontario Police College should be given funding to enable it to provide realistic conditions for recruit firing practice.

Issuance of Firearms

The police community has repeatedly argued that, in their world, experience is the best teacher; that while recruit training provides an important base, it cannot substitute for on-the-job experience. Whatever validity there is in this argument applies particularly to the use of firearms.

The Task Force questions the practice of assuming that induction as a constable automatically entitles an officer to be armed. A fourth class constable, on reporting for duty, has had a mere three months of training and only a portion of that in using firearms. It must be remembered that this initial time on the force is an apprenticeship period. Continuous exposure to street situations and observation of the way experienced police handle them may be called for prior to an officer being issued a gun. Bearing that in mind, and cognizant of the fact that officers on some forces are paired in police cruisers, the Task Force suggests that new constables could be assigned to ride with an armed officer for some period of time before obtaining a firearm. A grandfather provision would be required to exempt new constables who have already been issued firearms.

In the absence of additional resources, implementation of such a system might seriously impede the operation of police forces as currently structured. For that reason, such a proposal might not be immediately feasible.

Despite the apparent logistical difficulties, the Task Force feels strongly that an unarmed "incubation" period for new constables is a concept which warrants further consideration and is therefore asking for this debate to begin.

30. The Task Force recommends that an inquiry be conducted into the feasibility of issuing firearms to new constables only after they have acquired a certain amount of on-duty experience.

In-Service Training

The Task Force found that, in the main, the continuing education on the use of force provided within police departments is more inadequate than that given to recruits at the College.

At a basic level, there is a need for greater commitment to maintaining skills in the many levels of force police can employ short of using their guns. When an officer does not remain adept in the use of holds and the baton that officer loses options in a confrontation and may be left no choice but to escalate to the use of firearms. Biennial requalification in the use of holds and the baton should therefore be compulsory.

The importance of maintaining physical fitness must also be stressed very strongly. Physical fitness is essential as a means of handling conflict situations and useful in reducing work stress.

31. The Task Force recommends that Regulation 790 of the Ontario Police Act be amended to make it compulsory that every police officer in the province requalify annually, to the satisfaction of the Ontario Police College, in physical fitness and biennially in the use of the baton and holds.

In-Service Firearms Training

The Greenwood Report recommended that annual requalification in the use of firearms at the Ontario Police College be made compulsory for patrol officers. That report also proposed that such requalification be held by the College at selected centres in the province and that failure to requalify should deprive an officer of the right to carry a firearm until the standards are met. These recommendations have yet to be put into force though they remain as valid as they were when first proposed.

Continuing training and requalification should not be left to individual forces. Uniformity will only be maintained across the province by having the Ontario Police College monitor the process. To reduce the costs involved, the College could conduct annual requalification trials at designated centres across Ontario or it could train permanent local instructors. The College should begin to examine these possibilities.

32. **The Task Force recommends that Regulation 790 of the Ontario Police Act be amended to make annual requalification by the Ontario Police College in the use of firearms and the relevant laws mandatory for all police officers.**

To have a professional degree of readiness, police officers must be encouraged to remain comfortable and proficient with their firearms. Currently, many police forces do little in this regard. For example, officers often have to purchase their own ammunition for shooting practice undertaken on their own time and at their own initiative. The Task Force feels that there should be incentives to encourage regular practice as well as official recognition of the achievement of skill levels beyond the minimum standard set by the College.

33. The Task Force recommends that all police forces should encourage officers, in addition to formal training, to practice and improve their marksmanship skills by offering free ammunition for practice purposes, and marksmanship badges for attaining levels of skill higher than minimum requirements.

AMMUNITION

The recent death of Michael Wade Lawson in Toronto sparked controversy over the type of ammunition being used by Ontario police officers. Currently section 3(2) of Regulation 790 of the Police Act stipulates that police may only be issued factory-loaded solid lead bullets of semi-wadcutter configuration for handgun use. Following Mr. Lawson's death, there were suggestions that police felt inadequately protected using the legally permissible ammunition. It was said that some officers were, therefore, using other types of ammunition, such as hollow point bullets, which they perceived to be more powerful.

The Task Force understands that the Ministry of the Solicitor General is currently studying the ammunition available and appropriate for use by Ontario police forces. That study is detailed, on-going and in receipt of the expert information and opinion necessary for a determination of that technical issue. The Task Force has considered some of this expert information and opinion, but is of the view that the on-going study can better address the matter. The Task Force makes no recommendation with respect to choice of ammunition.

Spot Checks

The Task Force has, however, also considered the secondary issue of whether certain officers are acquiring and using unauthorized hollow-point bullets in the belief that they would otherwise be risking their lives on the street with unreliable ammunition.

Task Force members strongly believe that any deviation from the type of ammunition authorized by regulation should be viewed in a serious light. Firstly, uniformity with respect to police ammunition should be maintained throughout the province. More importantly, the public must have confidence that individual police officers are adhering to and respecting the law and not taking it upon themselves to decide that more powerful ammunition is required.

Therefore, spot-checks are apparently necessary to ensure compliance with provincial standards. Some forces already carry out periodic ammunition checks, but it should be emphasized that doing so only at annual firearms requalification trials is inadequate. Random checks must be carried out in the course of regular duty at unannounced times and places. These inspections would also be helpful in uncovering the illegal use of "reloads" as a substitute for the factory-loaded ammunition called for by Regulation 790. Various coroners' inquests throughout the years have heard evidence of police, on occasion, using reloads which have a tendency to misfire.

34. **The Task Force recommends that patrol supervisors on all police forces be required to conduct random spot-checks of ammunition actually being used by officers in the line of duty and to report their findings monthly to the Chief or Commissioner of Police who would then convey the results to the police governing authority on a quarterly basis.**

   a) The Task Force further recommends that any officer found to be in possession of firearms or ammunition not authorized by the Police Act should be subject to discipline pursuant to the Code of Offences in the Regulations under the Police Act.

USE OF FORCE REPORTS

Training in the proper use of force is vital in curbing excessive force by police. A further means to this end is a system of accountability in which officers are obligated to justify the type and degree of force they have used. Not only does such a requirement act as a deterrent to the misuse of force, it also provides a provincial record of the types of force being employed and the recipients of such force.

Regulation 790 under the Police Act states that every case of a person being struck by a police bullet must be investigated. If the officer in question is a member of the Ontario Provincial Police, the Commissioner of that force must report on the investigation to the Ontario Police Commission. Otherwise, the Chief of Police must investigate any use of firearms and report to the Board of Commissioners of Police which then files a copy of the report with the Ontario Police Commission.

The Commission is obligated, pursuant to section 11(7) of Regulation 790, to inform the Solicitor General of the contents of such reports. It would appear that the Commission reviews each incident separately to ensure that it was properly investigated. It does not, however, examine these reports in relation to each other or for the purpose of tracking trends.

Certain forces have additional requirements for reporting on the use of other types of force. There does not, however, appear to be any consistency to such requirements. In addition, there seems to be confusion as to exactly when such forms are to be completed. Some officers understand it to be a requirement only upon direction from a senior officer; others believe the requirement only applies when serious injury or death has resulted; and still others think that use of force reports are required only when the force used has been excessive.

As a result, the value of statistics derived from the various use of force reports is limited. There should be clear provincial guidelines regarding the format for these reports and the circumstances in which they must be completed. In addition, there needs to be a central depository for such reports, such as the Policing Services Division of the Ministry of the Solicitor General, where the data may be analyzed for significant trends. This process would provide statistics which are currently unavailable, on factors such as the percentage of visible minorities subjected to police force.

35. The Task Force recommends that Regulation 790 under the Police Act be amended to require that reports be completed by police officers when any form of force has been used and that such reports be filed with and analyzed by the Policing Services Division of the Ministry of the Solicitor General.

POST-SHOOTING INVESTIGATION

When a police shooting results in a fatality, an investigation into the incident is critical to ensure that the law and policy on the use of deadly force is not only complied with, but so seen by the public. In the past it has been usual for the police force responsible for the shooting to conduct an investigation into the individual officer's conduct. However, handling these occurrences in this manner has caused considerable public concern.

Repeatedly during the course of the Task Force hearings, presenters made the point that such procedures are clearly no longer acceptable. The public perception, understandably, is that these investigations lack objectivity in that they amount to the police investigating the police.

The Task Force is of the view that police internal investigations no longer satisfy the public demand for impartiality. As Alan Borovoy, General Counsel for the Canadian Civil Liberties Association, told the Task Force:

> It is simply a question of: if you have self investigation it just cannot enjoy public confidence. I mean it is just as simple as that. And it does not say that many of those self-investigations might not have been perfectly fair, but there is no way they can look fair. And that is really the only thing we can do when we legislate.
>
> You cannot establish legislation guaranteeing investigators with integrity. It does not work that way. What you can do is remove the elements of conflict from those investigators; that we can do by legislation and that we should do.

A post-shooting investigation conducted by police will inevitably lead to a serious deterioration in the public confidence. To address this concern, the Ontario Provincial Police have been called in to investigate shootings by other forces, but this variation does not go far enough in providing the necessary level of independence.

Over the years, various suggestions have been put forward as to how to lend the credibility of public approval to such investigations. The Canadian Civil Liberties Association recently proposed to the province's Attorney General that police shootings be reviewed by a body composed entirely of civilians recruited, perhaps, from the Office of the Public Complaints Commissioner. While such a body could be a feasible option if the civilians were provided with the requisite training, the Task Force does not view this scheme as the optimum solution.

There have also been recommendations proposing that the Ministry of the Solicitor General consider a system whereby a civilian, assigned to the Policing Services Division of the Ministry, would assemble a team to investigate a police shooting drawn from the homicide departments of various Ontario police forces. The Task Force is of the view that such a system does not have an adequate civilian complement. The public would not view such a body as being independent from the police in general or from the involved police force in particular.

A new system should incorporate elements from both of the above proposals. The Task Force is of the view that the police, given their expertise, must continue to play an integral role in such investigations but that the process must also involve civilian oversight. There should be added to any post-shooting police investigative team at least two civilian members from the Office of the Public Complaints Commissioner, the Human Rights Commission or some other independent investigative government agency not connected with the Ministry of the Solicitor General. The result would be a police investigation with input and influence from civilians.

Immediately upon the police force involved having secured the scene, the team would be called in to take over the investigation. Its mandate would be to investigate the facts surrounding the shooting and to disclose appropriate information to the public on an on-going basis. Such a process, by which the public would be provided with information on a continuous basis from an early stage, would be invaluable in dissipating ignorance of the event and resentment by the public. The team would be charged with deciding whether or not criminal charges against the police officer in question are warranted. It would be required to convey its findings to the public and, when warranted, to lay criminal charges within 30 days of commencing the investigation. There could be provision for extension of the 30 day time-limit when exceptional circumstances warrant.

36. The Task Force recommends that the Solicitor General create an investigative team to investigate police shootings in Ontario. That team should be comprised of homicide investigators chosen from various forces other than the force involved in the shooting, together with at least two civilian members drawn from government investigative agencies independent of the Ministry of the Solicitor General. When warranted, criminal charges should be laid within 30 days of commencing the investigation except when special circumstances justify extension.

Community Relations

Through our monthly meetings we built up trust. The police trusted us, we trusted them... It took a lot of energy and time, but it was worth it.

Evelyn Auchinvole to the Task Force
public hearings

POLICE AND VISIBLE MINORITY COMMUNITIES: TWO SOLITUDES

A great deal has been written, in many jurisdictions, about ways of fostering trust between police and visible minorities. In Ontario, several reports have made recommendations which have, in turn, led to some progress in the creation of community programs and the reorganization of police forces.

However, the need for this Task Force and the events leading up to its creation clearly indicate that past efforts have not been as successful as either the community or the police desired and intended. Relations between the police and visible minority communities in some parts of this province are strained at the best of times. Following a confrontation, they deteriorate dramatically, leaving a gulf of mutual misunderstanding and sometimes outright hostility.

The Task Force considered the specifics of the alienation between the police and visible minorities and ways in which a productive relationship might be built.

The Victims of Racism

The Task Force gathered the opinions on policing of visible minority groups through both its public hearings and through a small outreach program aimed at groups with unique perspectives, such as visible minority youth, who were unlikely to speak in a public forum. The information we received makes it abundantly clear that members of visible minorities believe they are treated quite differently from the majority community by the police.

These people emphasized that they do not expect "special" treatment from police. Nor do they have any less respect for the law than do other citizens. They simply want fair treatment and to be policed in the same way as the majority, whether they are suspects, victims or passersby. While most witnesses acknowledged that the majority of police conduct themselves professionally, the Task Force was also presented with ample evidence of improper and, sometimes, discriminatory behaviour by some police officers.

People complained of two forms of discrimination: neglect and harassment. Firstly, members of visible minorities allege that police often fail to protect them adequately or to respond to their requests for assistance. For example, battered women from the visible minority community believe that they receive less sensitivity from police than do white females who have been abused. Most abused women, regardless of colour, express frustration over police response time and attitudes. However, visible minority women allege that police are particularly slow in responding to their calls and that many police seem to believe they somehow like or deserve abuse from men.

Secondly, those persons who complained of active harassment told the Task Force of different types of objectionable encounters with police. For example, Beverly Folkes, described the experience of an acquaintance:

> Harassment is being released from prison, finding a job, to have a police officer come to your job and ask your employer, "Why have you hired him, don't you know he's a criminal?"

She went on to tell of visible minority young people constantly being stopped by police on the street, especially after dark. She told the panel:

> The questions are always being asked (by police): "Where are you going?" "Where are you coming from?"

Black youth canvassed in the outreach program tended to view police with distrust and fear, feelings said to be rooted in confrontations involving physical and verbal abuse by some police officers. In Toronto, several black youths told of police using racial slurs and exercising their right to use force in excessive or humiliating ways.

Tales of abuse, however, did not only come from the young. Albert Mercury, a retired businessman, told the Task Force:

> I must tell you, I don't think there's any black that was born and raised in Toronto that doesn't know someone personally or hasn't personally experienced police harassment in some form or another.

Other presenters supported Mr. Mercury's view. Clayton Talbert, of the Windsor Black Coalition, gave an example:

> We will talk about jay-walking. There are situations in Windsor where five people will walk across a street on a red light, which is jay-walking. If one or two of them are black, they are the ones that will get the jay-walking ticket. If a black is out going to work in the wee hours of the morning -- and most people working in the Big Three are out there at 5:30, 6:00 o'clock in the morning waiting for a bus -- he is apt to be harassed there. (The police) will go so far as to look in your lunch bag, and things of this nature.

Racial discrimination and harassment by police cannot be tolerated. The many examples given the Task Force made it clear that there is a wide range of views as to what visible minorities perceive as discrimination or harassment. In fairness to police, these terms must be clearly defined before offending conduct can be sanctioned. The Task Force view is that the Ontario Human Rights Commission, together with the Ontario Association of Chiefs of Police, should immediately begin to formulate definitions of acts of police racial discrimination and harassment.

Once defined, abuses of power must be subject to sanction. In response to Lord Scarman's recommendation following the Brixton riots in 1981, racially prejudiced police behaviour was made a disciplinary offence in Britain, punishable by dismissal. Such a regulation is a minimum requirement for dealing with the problem.

37. **The Task Force recommends that the Policing Services Division, in consultation with the Ontario Association of Chiefs of Police and the Ontario Human Rights Commission, develop a working definition of racially prejudiced police behaviour.**

a) **Further, the Task Force recommends that the resulting definition of racially prejudiced behaviour be incorporated into Regulation 791 of the Police Act as a disciplinary offence, whether directed at visible minority persons within or outside the police force.**

b) **The Task Force further recommends that the Policing Services Division, in consultation with the Ontario Association of Chiefs of Police, and the Ontario Human Rights Commission prepare for enactment, a Police Race Relations Policy, similar to the "Ontario Policy on Race Relations", which reflects police commitment to policing for a multiracial and multicultural society, and that this policy be adopted by all police forces in Ontario by December 1989.**

The Police and the Community

Whether or not the discriminatory incidents described to the Task Force provide an accurate portrayal of police behaviour, they unquestionably indicate the dominant perception of police within the visible minority community. Any attempt to analyze this perception and the interactions it grows out of must occur within the larger context of policing in the general community.

Policing in this province was originally based in the community. Police officers were known in the community and fulfilled a variety of functions, only one of which was law enforcement. Many smaller communities in Ontario are still policed in this manner. In the larger urban centres, however, policing has gradually developed in a more anonymous, reactive style with a heavy emphasis on enforcing the law.

As a result, most contact between urban police and citizens is involuntary, occurring only when officers arrive to question or arrest suspects or to control conflict. Police in these circumstances are obliged to use their authority and deal with citizens from behind the "mask" of their uniform. This emphasis on a law enforcement approach does not demand or develop skills which would help build a relaxed relationship with the community. A public perception tainted with suspicion, mistrust and conflict can be the product of this type of police interaction when it is not balanced with less conflict-ridden police responses.

The reactive method of policing, which measures success by its volume of arrests and convictions, is now seen as an unresponsive, alienated and rigid enterprise which is failing to meet community needs. Massive increases in police personnel and equipment have not lessened either the amount or the seriousness of crime. Clearly, police are no longer capable of containing crime without the aid of the community they serve. While the history of policing in this province must be understood and honoured, its shortcomings must also be recognized. New and different ways of providing police service, especially for the visible minority community, must be found.

In the past two decades, many police forces have responded by developing community-based policing. The concept is characterized as pro-active, preventive policing rooted in the public's desire and willingness to work with police to improve the quality of neighbourhood life.

Importantly, community-based policing recognizes the community's role in designing police service and acknowledges its competence in deterring non-violent crime, which consumes an enormous amount of police time. The shift in responsibility toward community policing is intended to enable the gradual redeployment of police resources toward offences which are beyond the competence of the community to control.

Community-based policing requires the breaking down of those barriers which separate the two groups and the restructuring of their mutual expectations. People want the police to live with them to a greater degree, to listen to them and to form a partnership with them. Community-based policing promotes frequent voluntary contact between the public and the police. It also recognizes that police officers are most often required for services other than law enforcement and, accordingly, it provides them with the knowledge, skills, motivation and orientation appropriate to different kinds of interaction.

When community-based policing is a commitment on both sides, sensitivities increase, conflict is diminished and trust and credibility are fostered. These developments are particularly and urgently needed in relation to visible minorities. The community derives satisfaction from realizing it can help the police and the fear of crime tends to be reduced. As their relationship ceases to be primarily adversarial, police officers begin to feel themselves an integral part of the community and their safety is correspondingly enhanced.

The Task Force believes that the development of community-based policing is critical to improving relations between the police and the province's visible minority population. In recent years, both the federal government and the Solicitor General of Ontario have pledged support for community-based policing. Now a clear message must go out to visible minority groups that the nature of policing is, in fact, changing. Transition symbols and rituals signalling the start of a new type of policing must be developed. Activities must be planned that clearly demonstrate to all involved that implementation has begun.

THE NEED FOR A NEW BREED OF POLICE OFFICERS

For community policing to succeed, there must be a considerable reorientation of the philosophy and operational priorities of police forces.

One of the first steps in the process is to encourage officers to discard the view of themselves as solely enforcers of the law. This narrow conception of the officer's role views "real" police work as a battle with criminals, the success of which is gauged in statistics. Officers who focus exclusively on law enforcement may develop a tendency to assume that everyone with whom they must interact is naturally criminally-inclined and to adopt a disparaging and moralistic attitude toward those who live in areas with a high crime rate. Such an outlook, in turn, can create officers who regard themselves as representing an authority apart from the community. They may, as a result, exercise their discretion without regard for the long-term effect of their actions on public perceptions.

Almost 80 per cent of an Ontario police officer's time is spent providing services which are not related to crime. Officers must not only accept that reality but truly come to believe that this work is no less their duty than enforcing the law. Community-based policing must be viewed, at all levels within the force, not as "soft" policing but as "smart" policing. Although officers now know that they are assessed on how well they work in the community, there remains a pervasive belief that it is aggressive crime-fighting behaviour which will win them plaudits from their supervisors. As long as this notion exists, they will pay lip-service to the concept of community-based policing while striving to further their careers with more summonses and arrests.

Police officers, therefore, must be convinced that a new approach to the community is in their best interests. They must be encouraged to recognize that by increasing their human skills they will, in fact, play an increasingly complex and professional role. In community-based policing, beat officers no longer simply react to crime but are expected to be pro-active, working with community leaders to identify and solve neighbourhood problems before they lead to criminal activity. This type of work requires self-initiative and has been shown to increase job satisfaction and force morale.

Officers involved in community-based policing, perhaps most importantly, must be able to communicate with people. They must be able to organize community groups, suggest innovative solutions to neighborhood problems, speak before public audiences and listen patiently to critical comments.

They must enlist the cooperation of people who are fearful and resentful and elicit information without adopting an authoritarian manner. They must understand that simple and courteous explanations of police activities and a willingness to provide as much information as possible will go a long way toward improving community relations.

There is no doubt that a new focus of police activity and a restructured police force are both required if forces are to once again become deeply rooted in the communities they serve. Some Ontario forces have already recognized these needs and begun to transform themselves accordingly. The Task Force strongly believes that provincial policing as a whole must reach, and exceed, the level of commitment shown by those forces currently in vanguard positions. Failure to do so may result in alienation of police forces not just from visible minorities, but also from the community as a whole.

The Solicitor General is well aware of what is meant by community policing. The Solicitor General is best able to tap the necessary resources and change agents to achieve community policing. The Minister must encourage police forces to adopt those models, already in use, which have proved beneficial. Resources and efforts ought to be applied to implementing accepted models.

38. The Task Force recommends that the Solicitor General select community policing models appropriate for police forces throughout the province and that the Solicitor General encourage, facilitate and convince police governing authorities and police forces to commit resources to community policing by January 1991.

COMMUNITY POLICING: A PROCESS OF MUTUAL AWARENESS

In other chapters, the Task Force makes recommendations regarding the hiring, training and monitoring initiatives which are necessary to effect this province-wide transformation. What follows here is a consideration of some specific mechanisms needed for community-based policing.

In keeping with the designation of 1989 as the "Year of Racial Harmony", Toronto Mayor Art Eggleton said that city residents must learn to walk a mile in the shoes of those they would judge. He exhorted citizens to walk a mile in the shoes of a young black or those of a young cop on the beat. He also suggested that the young black and the young cop should walk a mile in each other's shoes. The root of harmonious relations between police and members of visible minorities lies in this kind of two-way educational process. The provincial government, through police and other agencies, must aid this education to ensure that all citizens understand their rights and the various avenues of recourse open to them should they run into conflict with the legal system.

39. **The Task Force recommends that police forces institute or expand outreach programs in which police officers regularly attend schools, citizenship classes and organization meetings in the community to explain their role and function to members of the community.**

    a) **Further, the Task Force recommends that the Solicitor General petition the Minister of Education to ensure that Ontario Boards of Education institute change in the curriculum at all educational levels to provide sound instruction in matters of law enforcement and legal rights and the promotion of racial and cultural understanding and tolerance.**

Furthermore, the Task Force believes that formal recognition of excellence by individual officers should be instituted to help community policing by stimulating motivation and to recognize its value to the organization.

40. **The Task Force recommends that police forces in Ontario create an achievement medal recognizing outstanding service in community policing. This medal should be of equal prestige to, and presented at the same ceremony as, other police awards.**

Police Race and Ethnic Relations Units

Without question, the most important prerequisite for community-based policing is a police force which resembles the community it serves. Any recommendations regarding community liaison are doomed to certain failure if visible minority communities continue to be policed by forces which are predominantly white and male. The Task Force believes the point cannot be overstressed: a police force which does not have a representative component of visible minority officers simply cannot function competently in a multiracial society. In the words of Syd Young, of the Metropolitan Toronto Police Force, "Race relations begin at home."

One of the ways Ontario police forces are responding to their diverse communities is by establishing race and ethnic relations units. These are still few in number. Six were reported in the Task Force survey, some with only a single officer. Critics have argued that the units are token gestures. They are seen as weak and isolated on the periphery of police operations, powerless to serve as a genuine channel of communication and unable to alter force policies or practices.

The Task Force is of the view that properly instituted community policing may ultimately have no need for special race relations units at the divisional level. Rather, police-community relations should be integrated, on a daily basis, into all police services. Eventually, every officer should, as matter of course, be implementing the race relations policies of the force. However, considering the gap between this scenario and the present reality, race and ethnic relations units must continue to exist and should be strengthened.

Across Ontario, the ideal race and ethnic relations unit will vary according to specific community needs. Nevertheless, certain general comments can be applied to the province. To begin with, all forces need at least one officer who is responsible for race relations. In larger centres, the unit must be sized to deal adequately with the visible minority population. The Task Force found that single-person units tend to be overworked and to have teaching and conference commitments which interfere with the daily provision of community liaison. To be truly functional, urban race and ethnic relations units need a minimum staff of three to five officers. Consideration should be given in large forces in early stages of community policing to establishing race and ethnic relations units at a divisional or district level rather than centrally within the force.

41. **The Task Force recommends that the Solicitor General encourage all police forces to establish race and ethnic relations units, when the visible minority population so warrants, of a size large enough to reflect and accommodate the visible minority population. The Solicitor General should prepare and publish guidelines as to the composition and function of such units. At a minimum, every force should assign responsibility for such matters to a senior officer.**

Race and ethnic relations units should not be staffed entirely by visible minority officers. While those visible minority officers who want to participate should be accommodated, it is important that white officers from various parts of the force be periodically rotated through the unit. This rotation is essential to give concrete experience in the problems of visible minorities to white police officers. As long as Ontario police forces are predominantly white, staffing race relations units strictly with visible minority officers will continue to smack of tokenism. Some thought should also be given to supplementing these units with non-police staff. Police forces and race and ethnic relations units would benefit from the skills of civilian force members with community and social service experience. The success of this concept is illustrated by the experience of the London, Ontario police.

42. **The Task Force recommends that race and ethnic relations units be staffed by officers transferred from various sections of the police force and who are periodically rotated. Appropriate civilian members of the force should supplement some officers on these units.**

Similarly, the fact that an officer is a member of a visible minority should no longer be taken as adequate qualification for serving in a race and ethnic relations unit. Rather, the basic qualifications for the unit must be keen interest and skills in community-based policing, augmented by extensive training. This training must be an addition to the basic race relations training which the Task Force is recommending all officers receive. Indeed, this training must be considered to be as important as that given officers entering Criminal Investigations or any other specialized branch. Further, this training should thoroughly develop negotiation and crisis intervention skills and provide a solid grounding in culture-specific knowledge.

43. **The Task Force recommends that Chiefs of Police select officers and civilians for race and ethnic relations units on the basis of their interest in and aptitude for community-based policing as it relates to visible minorities and that these officers and civilians be provided with extensive training in negotiation, crisis intervention, race relations and culture-specific knowledge.**

As a first step in determining the size and focus of the unit required, police forces will need to have current information on the composition and population of the visible minorities within their jurisdiction.

44. **The Task Force recommends that all police forces, in consultation with the Ministry of Citizenship, conduct a demographic survey of their jurisdiction in order to determine the size and nature of the visible minority population which they are policing.**

Currently, some race relations units concentrate on providing police forces with services, such as internal race relations training, which are not directly related to working with the community. As the units are restructured, these services should be re-assigned elsewhere. Race relations unit staff should concentrate on visiting schools and community functions and establishing strong bonds with the community. Police forces ought to be represented by senior command officers on race relations committees and councils and not by race and ethnic relations unit officers who cannot make commitments for the force. However, unit officers can provide information and resource support to command officers.

Race and ethnic relations unit staff will be able to collect information on concerns and trends within the visible minority community which can then be disseminated throughout the force. As a resource for the visible minority community, the unit must provide services which range from distributing information on force policies to assisting in the resolution of incidents of discrimination through investigation and referral. In addition, unit staff should be prepared for such activities as assisting in the organization of visible minority events.

Finally, it is clear to the Task Force that race and ethnic relations units, if they are to make a meaningful contribution, must become central to the operation of police forces. Currently, police officers and community members alike tend to view the race and ethnic relations unit as a "backwater" in which an officer's career may languish.

45. **The Task Force recommends that race and ethnic relations units become central to police force operations and report directly to the Chief or Deputy Chief of Police.**

Police forces should make every effort to staff these units with higher ranking officers and should place a greater emphasis on community relations work in their consideration of promotions.

46. **The Task Force recommends that the work of officers within the race and ethnic relations unit receive positive consideration in the promotional process and that such units be staffed with some officers of a rank higher than constable.**

Community Consultation Groups

Police-community consultation groups have proved to be an effective way for both sides to discuss their concerns. The process takes patience, commitment, compromise and open-mindedness from the police and the community but rewards these qualities with satisfaction in equal measure. For example, Evelyn Auchinvole told the Task Force of her efforts to open up communication between Hamilton's black community and its police force. She began the process voluntarily as a concerned mother of black youths and it led to regular meetings with the police force in which she acted as unofficial spokesperson for the larger visible minority community. Her experience has been a positive one and augurs well for such efforts elsewhere:

> I put some very difficult questions on the table and the police responded, sometimes in a cautious manner and sometimes very angrily; and if they responded angrily I used to get a little chuckle because it meant I hit a nerve, but getting into these sensitive areas helped to really open up the dialogue between us. In going on a regular basis it showed that the police department was accessible... the community got the impression that they could go in there too and access the same people.

Twenty-two of the forces surveyed by the Task Force indicated that they engage in some form of community liaison which includes visible minority representation. Such meetings, essential to good police-visible minority relations, should be instituted across Ontario in the form of joint consultation groups. The civilian membership in the groups need not be restricted to visible minorities so long as those communities are appropriately represented in numbers reflective of their representation in the local population.

It is vital that communities be allowed to choose their representatives without interference by police. In the words of Mark Nakamura, Director of the Multicultural and Race Relations Division of the Municipality of Metropolitan Toronto:

> Critical to this process is police recognition that they cannot dictate in any process of conflict resolution whom they deem to be acceptable as minority spokespersons and whom they refuse to negotiate with.

It is essential that both police and community representatives be given the authority to represent their constituencies properly. Thus, police force members must be high-ranking officers such as the Chief, Deputy Chief or Unit Commander, with public relations or race relations officers on hand for support or information only. Community members must ensure that they continually monitor neighbourhood concerns and consistently report back to their communities. They should also maintain regular contact with the local Board of Commissioners of Police.

In order to be effective and consistent, consultation groups should meet regularly every four to six weeks. The meetings should be open to the public and the venues should vary, possibly rotating among police stations, municipal premises and community group offices.

47. **The Task Force recommends that, by April 1990, the Solicitor General, in concert with the Minister of Citizenship, convince police governing authorities and Chiefs of Police to establish and fund local community consultation committees, comprised of police and members of the community, to discuss matters of mutual concern. Membership in such groups should be reviewed regularly to ensure that representation fully reflects the community's visible minority population.**

In order to assist communities in creating such groups, there should be a forum at which they can exchange views and learn from the experiences of other neighborhood groups. Currently, several of the province's larger police forces are considering establishing, or have established, community groups. The need for such an exchange is therefore especially pressing, before patterns of community-based policing become entrenched.

48. **The Task Force recommends that, commencing in 1990, the Solicitor General, in concert with the Minister of Citizenship, host annual regional symposia at which community consultation committees can exchange and compare experiences.**

While community consultative committees working at the local level will tend to represent visible minority interests within the broader community context, the specific concerns or issues which affect the force and the visible minority community should also be discussed. These discussions must take place at the highest level in order for decisions resulting from them to have the full authority of the force. Consequently, visible minority advisory committees should interact with Chiefs of Police. The membership of the committees should be drawn from a wide cross-section of the visible minority communities in order to get a broad range of opinion.

49. **The Task Force recommends that the Chiefs of Police of forces with more than 100 members, whose communities are identifiably racially diverse, establish visible minority advisory committees to discuss issues or concerns which affect the force and the visible minority community.**

Community Trauma

The need for a mechanism of consultation between police and the visible minority communities becomes most obvious in the times of crisis which follow particularly stressful confrontations. Community institutions need to create such mechanisms in anticipation of these times.

The Solicitor General, in consultation with other ministries, the police and other relevant institutions and groups ought to explore the need for response mechanisms and recommend a structured system to which police and community should turn in the event of crises involving them.

Events following the deaths of Lester Donaldson and Michael Wade Lawson illustrate the failure of institutions to respond effectively to community questions and concerns. The result was an expression of community outrage and institutional defensiveness. We fear that government and police institutions still lack sufficient understanding to respond appropriately in times of crisis involving visible minority communities, certainly, but also the community as a whole.

50. **The Task Force recommends that the Solicitor General, in consultation with the Ontario Race Relations and Policing Review Board, the Ministry of the Attorney General, the**

> **Ministry of Citizenship, the Municipal Police Authorities, the Ontario Association of Chiefs of Police, the Police Association of Ontario, municipal governments, and relevant community organizations, develop a crisis response mechanism for adoption and use by government, police institutions and community organizations.**

Informal Police-Community Interaction

Ultimately, the contacts which will be most effective in giving police forces genuine roots in visible minority communities may well be the informal, individual ones. Although these contacts are reliant on the work of particular police officers, there is a great deal a force can do to encourage them.

One of the proven ways that police officers develop closer relationships in a community, of course, is by walking a beat. The modern move to policing by car has made officers anonymous in neighbourhoods where they were once known by name as friends and protectors.

Some attempts to re-institute foot patrol programs have been unsuccessful. Foot patrol teams, viewed as merely a public relations presence, have become known as the "grin and wave" squad in some areas. Indeed, this style of policing will fail unless residents believe that the officers genuinely care about their welfare. In this regard, policing by foot patrol is labor intensive, time-consuming and sometimes frustrating, in that it must attempt to counteract years of police-community tension.

Nevertheless, the individual contact afforded by effectively implemented foot patrols can lower public suspicion of the police and give officers a personal sense of accountability to the community. The return of a feeling of mutual dependence also tends to foster informal, community controls which reduce crime.

To succeed, then, a foot patrol program must have a clear mandate with written goals and objectives, which must include crime prevention. The participating officers, of course, must also be chosen with extreme care.

Foot patrol teams should be multiracial when possible and comprised of officers with good communication skills who are self-motivated, patient and open-minded. These officers must continually drop in on store owners, community organizations, and social service centres. They should attend social functions, by invitation and in a low profile capacity. They must solicit opinions on neighbourhood problems from the grassroots level, realizing that some visible and vocal community members may not represent the majority. Most importantly, foot patrol officers must seek out and meet those, such as visible minority youth, who will be most suspicious of their presence.

Ideally, foot patrol teams should be assigned to a defined section of a neighbourhood where they will serve for sufficient time to allow them the opportunity to acquaint themselves with the community.

Police Stations

Like their inhabitants, police stations, so often fortress-like, should be made more accessible to the public. As James Hay, appearing before the Task Force, said:

> A police station shouldn't just be a great big castle like it is in many communities. It seems, often, to be impregnable and unapproachable.

As a result, the hidden world of the police station tends to generate stories and beliefs which, regardless of their truth, powerfully affect community confidence. Forces can counter this situation with events such as open houses and public tours and by generally welcoming the public into police stations. The Metro Toronto Police Force and the Halton Regional Police Force, for example, have conference rooms available for public use. This kind of regular public access inevitably reduces the community's sense of the police station as strictly a crisis centre.

Police forces in larger centres should also consider opening mini-stations in various neighborhoods. It is important, however, that these stations be localized attempts to integrate into the community rather than simply satellite police stations devoted to law enforcement. Ideally, mini-stations should be highly visible storefront operations which, unlike mobile stations, convey a sense of permanence and connection to the community.

An excellent example of a neighbourhood base operation is the Village Constable Program instituted by the Halton Regional Police. This program assigns a team of community relations officers to work with residents and community service groups in tackling neighbourhood circumstances which may be fostering crime. The team works in the community for up to six months. Upon the team's departure, the community is invited to choose one of the team members to remain behind in the community as "Village Constable". This officer is provided with office space by the community and acts as a liaison between the community and the force. Halton Region currently has eight Village Constables.

Other Initiatives

Police officers should be encouraged to initiate and participate in a broad range of community activities with special emphasis on youth. Their voluntary participation in multiracial events should be invited, and considered by police forces in performance appraisal. Police can start up police youth clubs to allow young people to get to know them in a fun, unintimidating setting. Such programs were offered by police some years ago and should be restarted.

Media Relations

The media can be a potent force for good or ill in the dynamic of police-visible minority relations. Those with no first-hand interaction with police are strongly influenced by what they learn of them through the media.

In the past, police have sometimes damaged their relationship with visible minorities by publicizing information about crimes and charges in a manner which creates or fuels negative attitudes about an entire group. Repeatedly, the Task Force was told that crimes committed by visible minorities seem to receive far greater media coverage than those committed by whites. Indeed, the race of a suspect or accused is often mentioned for no valid reason.

Part of the responsibility for uneven reporting lies with the media. However, the initial release of such information, and the consequent reinforcement of stereotypes, originates with the police. In its November, 1988 report, the Quebec Investigation into Relations Between Police Forces, Visible and Other Ethnic Minorities recommended:

> That police departments, before publicizing crime statistics, expressly acknowledge the limited nature of such statistics and use them with extreme caution in order to avoid reinforcing prejudice and stereotypes against certain segments of the population, especially visible minorities.

Police forces must be aware of what information they provide to the media and how it may deleteriously affect their relations with visible minorities.

51. **The Task Force recommends that media relations units within police forces, with the approval of their police governing authority, develop a policy with respect to the release of information relating to race and crime. Specifically, the race or colour of an accused should never be publicized. The racial characteristics of a particular suspect wanted for criminal acts should only be referred to when it is an investigative requirement.**

There are several positive ways in which police forces can interact with the media to improve their standing in visible minority communities. For example, police forces should make a greater effort to develop contacts in the ethnic media and to foster harmonious relations with them. Programs should also be developed whereby visible minority reporters can sometimes accompany police on patrol. This type of effort allows for a better understanding of what is really happening on the streets and can result in improved reporting to the visible minority community. While some jurisdictions currently offer such opportunities, they should be increased and expanded to other forces.

Police forces can also ensure that their message reaches the visible minority community by translating the literature they produce. Forces should also consider developing public relations campaigns which show white and visible minority officers, at all ranks, interacting with the public. Such a campaign is one way of giving policing a profile with which visible minorities can identify.

Corrective Remedies and Rewards

As has been stated, to reflect the seriousness with which our society views the issues this Task Force is addressing, mechanisms must be instituted to discipline officers whose behaviour is discriminatory. It is also necessary, when dismissal is not appropriate, to remedy such behaviour through further training.

52. **The Task Force recommends that officers whose performance indicates that they have difficulty addressing race relations issues be required to attend remedial courses and that their performance following such training be formally monitored.**

Finally, it is also essential that police be rewarded for exemplary service in this area. Such a reward is important not only for its own sake, but as a declaration to the community and police alike that a society which has always rewarded outstanding integrity and valor in policing cannot afford to place any less importance on the virtues of tolerance and understanding.

53. The Task Force recommends that police forces create an award for officers who exhibit skill in identifying and addressing race relations issues in the course of their duties. This award should be of equal prestige to, and presented at the same ceremony as, other police awards.

Related Issues

PUBLIC COMPLAINTS

PUBLIC COMPLAINTS

The terms of reference of the Task Force do not include the question of mechanisms to deal with public complaints against the police. Numerous persons appearing before us explicitly disagree. They argue that the terms of reference can well accommodate this important subject. It is the understanding of the Task Force that public complaints against the police are not within its recommending authority.

The Task Force is aware that Bill 4 of the Legislature of Ontario has passed second reading and is before the Standing Committee on Justice for consideration. Bill 4 is a bill to permit expansion of the jurisdiction of the Office of the Public Complaints Commissioner. That Office, which administers an independent, civilian complaints monitoring and review mechanism is now limited in its jurisdiction to public complaints against officers of the Metropolitan Toronto Police. Bill 4 proposes to offer the service of the Office of the Public Complaints Commissioner to other municipalities in Ontario on a voluntary, opt-in basis.

The position taken by the Task Force is that it should forward to the government, and to the Standing Committee on Justice, all public submissions made before it on this issue. A recurring theme in the presentations before us has been the demand for mandatory, province-wide independent civilian review of allegations of police misconduct against members of the public. Many requested the mandatory extension of the Office of the Public Complaints Commissioner. Those arguments were made in 52 oral presentations and in 22 written briefs to the Task Force. Those arguments have been forwarded to the government and the Standing Committee on Justice.

The Task Force does wish to state that its public hearings throughout the province suggest a considerable need for a consistent approach by government to the issue. It is patently obvious that a publicly credible, accountable and independent civilian mechanism for public complaints is basic to responding to allegations of racial intolerance or other misconduct by all police.

There appears to be much disparity in, and little independent assessment, monitoring or review of police controlled complaints systems throughout most of Ontario. There is considerable demand and need for an accountable, independent and civilian standardization of the process. The Ontario

Provincial Police ought also to be included if all persons, including native people, are to have an independent and effective means for the resolution of their complaints of misconduct by police. General public confidence in all police would be enhanced.

FIRST NATIONS PEOPLES

FIRST NATIONS PEOPLES

Maxwell Yalden, Chief Commissioner of the Canadian Human Rights Commission, addressed the plight of First Nations peoples in the following terms:

> the situation of our First Nations peoples is a national disgrace and disaster. Of all the groups that we come in contact with it strikes me that the native peoples are the least well dealt with in our society. It strikes me that the governments, plural, federal, provincial, municipal, police forces and others have failed catastrophically to deal with the native peoples.
>
> I'm not a person given to dramatic statements,..... but we have on our hands a first rate moral breakdown on the part of those who hold the responsibility and the trust vis-a-vis these people, and the sooner we do something about it the more we can hold our heads high as a civilized people.

Raj Anand, Chief Commissioner of the Ontario Human Rights Commission, also emphasized the needs of native people. He said:

> The pervasive inequalities between Ontario's native people and the rest of our population remain one of the major shortcomings of our society today. And it's difficult to enter into a discussion of the relationship between native peoples and our institutions without discussing the responsiveness of the institutions to their efforts to maintain their cultural integrity, to move toward self-government, and we must develop strategies to restore the balance in a relationship which has largely been viewed as negative or indifferent toward native peoples.

> There's a shortage of native police officers and a concern that many non-native officers lack sensitivity to their cultural needs and aspirations.
>
> There's an increasing need for native communities to establish their own justice system using an independent judiciary and law enforcement structure that is more able to reflect their culture and their values.
>
> And racism has motivated many incidents of random violence involving native peoples and the police.

The terms of reference of the Task Force are directed to the relations between police and visible minorities. Native people, being our First Nations, are not visible minorities. Nonetheless, many native Indian associations and individuals came before us. Ted Montour addressed the Task Force in Ottawa on behalf of the Assembly of First Nations of Canada. The other native presentations took place in Thunder Bay.

Native people emphasized that they are not visible minorities, but described treatment of them by police in much the same terms as did most visible minorities. Their presentations were unwavering in the message that native peoples do not believe that they are fairly policed.

The submissions by native peoples were devastating in their statements of despair and of powerlessness in the face of the whole of the justice system. The native peoples perceive overpolicing of trivial conduct by them which may be seen as a nuisance by the white community. They perceive underpolicing of serious offences within the native communities in which natives are themselves the victims of native crime. The native peoples argue, with conviction, that they are viewed stereotypically by the police with terribly negative results.

It is clear that, at a minimum, native peoples, both on and off reserves, require the advantage of all other recommendations made in this report. They require the fairness of employment equity, both through reasonable representation in municipal forces and in the Ontario Provincial Police and through the appointment, training and support of native constables on reserves. They require formal liaison mechanisms to forge meaningful bonds between their communities and the police. They require police race relations training to emphasize the significance of them and their Nations to the fabric of Canada. They require representation in a monitoring mechanism which will track the condition of their relations with the police and, through programs and public disclosure, improve those relations. They require police use of force appropriate only to the actual circumstances in which they are involved, and no more. They require police sensitivity to the social ills which beset native communities and police commitment to assisting them to respond to those ills in ways viewed necessary by their communities.

The native peoples require confidence that they are not perceived by the police as merely a problem people needing to be policed harshly for the comfort and benefit of the white population. They require ownership in the dictum of Sir Robert Peel that "the police are the public and the public are the police."

The broader issue of separate justice systems on native reserves emerged during the Task Force hearings in Thunder Bay. Subsequently, Chief Sinoway of the Whitesand First Nation, Chief Poile of the Gull Bay Band and Clare Hurd, their policy adviser, met with the Task Force in Toronto.

They brought to our attention the report written by Professor Michael Jackson of the University of British Columbia entitled "Locking Up Natives in Canada - A report of the Committee of the Canadian Bar Association on Imprisonment and Release". That report recommended as follows:

> In the context of alternative native justice systems, we endorse the importance of legal pluralism within the Canadian Confederation and recommend that priority should be given by governments in their allocation of criminal justice research funds to encourage the development as pilot projects of working models of contemporary native justice systems. We believe there is sound constitutional basis for the develoment of parallel native justice systems.

This Task Force lacks the mandate, the expertise, the time for study and the native representation essential to assess and make meaningful recommendations on this complex matter. We are grieved, however, by the apparently destructive and alienating impact of the criminal justice system on disproportionately large numbers of native peoples.

We were encouraged by the use made of this Task Force by native peoples. We believe that they require a properly constituted and empowered forum in which to fully address issues of criminal justice in this province in relation to them.

54. **The Task Force recommends that the Government of Ontario initiate, in conjunction with the Government of Canada and representatives of native people, the establishment of a tri-partite task force for the purpose of studying the feasibility and necessary structures and processes of native justice systems in Ontario, and recommending working models thereof as pilot projects, and that this tri-partite task force be created and operational within one year of the filing of this report of the Race Relations and Policing Task Force.**

POLICE COMMISSIONS

POLICE COMMISSIONS

55. The Task Force recommends that the Solicitor General take immediate steps to ensure that, as vacancies arise, membership on local police boards reflects the diversity of the community being served and that there is adequate visible minority representation on each board. In jurisdictions in which there is no Board of Commissioners of Police, the Committee of Council should be responsible for involving police visible minority members in an "ex officio" capacity.

The accountability of police was a constant theme during the Task Force's public hearings. Many witnesses enquired as to whom, exactly, the police are accountable, and to what extent. For much of the public, certainly for the visible minority public, and indeed for police commissions themselves, the role, authority and responsibilities of Boards of Commissioners of Police and Police Committees of Council is unclear.

The effectiveness of police commissions, and their ability and will to act with positive determination in directing their police forces is central to the broad issue of police relations with the public generally. Police commissions owe their prime allegiance to the community which, as civilians, they are supposed to represent. They are not appointed to act as principal civilian apologists for the police. They are needed to infuse civilian direction, consistent with the ideals of policing in a democratic society, into a service which has para-military organization and emphasis.

A core responsibility of police commissions is the achievement of harmonious relations between the police and all segments of the community. Police commissions must begin to be seen to act with some independence from police. They must unequivocally direct the police rather than be directed by them. Until they achieve independence and control, their ability to require their police forces to act in ways which ensure race relations tranquility will be, at best, perceived to be fettered, and, at worst, actually negated. Police commissions, police forces and the public require unanimity and certainty in their understanding of what police commissions can and should do. Public confidence in police commissions has been eroded by the perception that they are not equipped to control their police forces.

The role, authority and responsibilities of police commissions in police governance must be clearly defined in the Police Act. The statute must then provide some residual authority in the Solicitor General should police commissions abdicate their statutory responsibility. That authority should extend to the removal of police commissioners and the direct naming of the Chair of each police commission, and, through the commission or directly by the Solicitor General, to the removal of recalcitrant police command officers.

Government must not be permitted to interfere in the independent investigative role of police or in the independent discretion of police to initiate prosecution. However, government must ensure that appropriate, consistent standards for administrative and operational matters are in place and that those standards are met.

56. **The Task Force recommends that the Police Act be amended to define the role, authority and responsibilities of Boards of Commissioners of Police and Police Committees of Council.**

a) **The Task Force further recommends that the Police Act be amended to grant to the Solicitor General a residual power to assume the role, authority and responsibility of a Board of Commissioners of Police or Police Committee of Council in respect of any matter about which the said Commission or Committee has abdicated its statutory obligation.**

The relationship between police commissions and police command officers must be distanced to ensure that those commissions better represent the public. At a minimum, police commissions and commissioners ought not to be housed in police buildings or using police staff or vehicles. Present housing, staffing and other arrangements are not conducive to a public perception that police commissions exercise judgment independent of the police.

Police commissions are dominated by provincially appointed members who form a majority over those who have been municipally elected to Council. While several submissions were made around this much-debated issue of whether provincial appointees or municipally elected members ought to dominate, we do not believe that the issue itself has relevance to our mandate. We believe the need is, firstly, for clear delineation of commission powers together with residual authority in the Solicitor General.

Secondly, there is a need for recognition that, while provincial responsibility for policing and provincial domination of police commissions co-exist, then there is a provincial government obligation to provide funding assistance to police commissions to enable them to distance themselves from their police forces in both perception and reality.

57. **The Task Force recommends that the Police Act be amended to provide that the Chair of Boards of Commissioners of Police be appointed directly to that position by the Lieutenant Governor in Council on the recommendation of the Solicitor General.**

a) The Task Force further recommends that Boards of Commissioners of Police be required:

   i) to be housed in non-police buildings;

   ii) to have non-police staff sufficient to fulfil their statutory obligations, and;

   iii) to have non-police equipment and supplies sufficient to meet their statutory obligations.

b) Further, the Task Force recommends that the Ministry of the Solicitor General be granted sufficient funds for transfer to those commissions to enable them to meet the requirements of this recommendation.

POLICE ASSOCIATIONS

POLICE ASSOCIATIONS

Police associations play an integral role in setting the climate of visible minority and police relations. The recommendations in this report will be of interest to, and have an impact upon, police associations and their members. How they respond to recommendations will, to a degree, determine the quality of visible minority and police relations.

Police associations owe a great deal of considered leadership to their members. They influence, in a marked manner, the degree to which their members are perceived as professionals. Police associations can be powerful agents for positive change in the role of policing in our society and in the general restoring of public faith in policing. To that end, they must be encouraged to participate in the achievement of many of the goals established in this report.

Police associations will serve their members well if they assist them to be adept at, and gain satisfaction from, community policing objectives; if they assist them to strive for and achieve educational improvement; if they assist them to recognize the need for gaining greater race relations sensitivity through personal awareness and participation in more effective race relations training; if they assist them to value and exhibit professional behaviour appropriate to a multiracial society which promotes equality; if they assist them to understand the need for employment equity initiatives which will redress inequity and value fairness and merit.

Police associations will not serve their members well if they are intemperate in response to public criticism generally, or to visible minority challenge and demand for change in particular. Nor will they serve them well if their response to recommendations and action for necessary change is defensive, immoderate or obstructive. If police associations demand the status quo in our changing society, they will succeed only in diminishing the quality of policing and in destroying their members' claims to professionalism by alienating the community.

Police associations speak often of low police morale. Their own role in the nature of that morale bears self-examination. The state of police morale bears direct relation to the degree to which police resemble their community, and reflect and respond to its needs and demands. Police associations bear an important responsibility in accomplishing that quality and fairness in policing which will attract the widespread community support necessary to high police morale.

Summary of Recommendations

SUMMARY OF RECOMMENDATIONS

RECOMMENDATIONS

Monitoring

1. The Task Force recommends that, by September, 1989, the Government of Ontario through the Solicitor General create an agency, by statute, with appropriate staff and a Board of Commissioners, to be known as the Ontario Race Relations and Policing Review Board.
(Page 44)

2. The Task Force recommends that the first Board of Commissioners of the Ontario Race Relations and Policing Review Board be comprised of three full-time civilians appointed by the Lieutenant Governor in Council, on the recommendation of the Solicitor General, for a term of three years, renewable for a further three-year term, and have:

    i) a member with a policing background;
    ii) a majority of visible minority members;
    iii) a Chair who is, preferably, a visible minority.

(Page 46)

3. The Task Force recommends that the Solicitor General require all police institutions and police governing authorities to prepare action plans in response to the recommendations of this Task Force which are accepted by the Solicitor General and to submit those plans to the Review Board for its consideration.
(Page 48)

4. The Task Force recommends that the designated roles and responsibilities of the Ontario Race Relations and Policing Review Board be:

    a) To promote a climate of healthy interaction between racial minorities and police forces in Ontario.

    b) To monitor and review the interaction of visible minorities and police in the areas of employment, training and community relations.

c) To provide the Solicitor General, the Government and Legislature of Ontario with periodic and annual reports on police and visible minority relations.

d) To anticipate trends and identify emerging issues in the interaction between visible minorities and police and bring to the Solicitor General's attention the need for policy or initiative changes, either on its own or at the request of the Solicitor General.

e) To provide assistance to the Solicitor General in the implementation of recommendations of the Race Relations and Policing Task Force.

f) To collect, review and assess data in relation to the implementation of recommendations of the Race Relations and Policing Task Force.

g) To provide on-going consultation to police governing authorities, Chiefs and Commissioners of Police and police training institutions in order to facilitate the establishment of regional and police agency-specific action plans to address issues related to police and visible minority relations.

h) To establish and maintain on-going consultation with the Ontario Association of Chiefs of Police and the Municipal Police Authorities regarding regional action plans which have province-wide implications.

i) To establish a research capacity to evaluate the degree and impact of racism in policing.

j) To provide on-going consultation to police governing authorities, Chiefs and Commissioners of Police, police associations and police educational institutions on the implementation of policies related to emerging issues in the relationship of visible minorities and police as identified by the Solicitor General of Ontario, the

Policing Services Division, the Ontario Police Commission, the Ontario Association of Chiefs of Police, the Municipal Police Authorities, the community and the Review Board itself.

k) To perform an audit of police policies, practices and procedures as they relate to the interaction of visible minorities and police.

l) To review and advise on the race relations action plans of police organizations prior to their implementation.

m) To receive, assess and approve:

   (i) by June 1990, an initial visible minority employment equity policy, including a five-year program of hiring and promotional goals and timetables, from all police governing authorities and police forces;

   (ii) thereafter, an annual report on the preceding year's response to visible minority employment equity goals and timetables from all police governing authorities and police forces;

   (iii) an annual visible minority employment equity plan, pertaining to the ensuing five years, from all police forces.

n) To establish, in consultation with policing institutions, visible minority employment equity goals and timetables in cases in which the plans developed independently by institutions do not meet with Board approval.

o) To report the failure of police organizations to meet approved or established employment equity goals and timetables:

   (i) to the Solicitor General;

   (ii) to the Ontario Human Rights Commission for investigation and action as an allegation of systemic discrimination.

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5. The Task Force recommends that the Ontario Race Relations and Policing Review Board report:

a) Annually, to the Legislature of Ontario through the Solicitor General but separately from the annual report of the Solicitor General.

b) Quarterly, on a consultative basis to the Cabinet Committee on Race Relations.

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Hiring and Promotion

6. The Task Force recommends that the Solicitor General seek to require, by regulation, all police governing authorities, and provincial and municipal police forces to establish a visible minority employment equity policy and a five-year program of hiring and promotional goals and timetables for all sworn peace officer and civilian positions by December, 1989.

a) Further, the Task Force recommends that these policies and programs be required, by regulation, to be submitted to the Ontario Race Relations and Policing Review Board for approval by a staff Employment Equity Inspector by not later than June 1990.

b) Further, the Task Force recommends that if a visible minority employment equity policy or program is not approved by the Review Board Employment Equity Inspector that the policy or program be forthwith submitted to the Board of Commissioners of the Review Board for hearing and review and establishment of the policy or program by the said Board of Commissioners within 30 days.

c) Further, the Task Force recommends that each police force, whose five year visible minority program of hiring and promotional goals and timetables has been approved or established by the Review Board, shall be required, by regulation, to submit annually thereafter a report to the Review Board describing its progress in achieving the approved or established visible minority hiring and promotional goals for the previous year and outlining, for approval or establishment by the Review Board, its visible minority hiring and promotional goals and timetables for the following five years, with the result that a five year plan will always continue to be in effect.

d) Further, the Task Force recommends that in any year in which a police force has failed to achieve its approved or established visible minority hiring and promotional goals and timetables, the Review Board shall be empowered to refer the failure of the force to the Ontario Human Rights Commission as an allegation of systemic discrimination in employment practices by the said force for the Commission's investigation, determination and remedy, if appropriate.

e) Further, the Task Force recommends that the Review Board annually report on and refer any such failures by a police force to meet its approved or established visible minority hiring and promotional goals and timetables to the Solicitor General for the Minister's assessment and when appropriate, recommendation to the government that the annual unconditional provincial per capita policing grant be withheld from the municipality responsible for the maintenance of that police force. Similar financial sanctions should be considered in relation to the Ontario Provincial Police when appropriate.

f) Further, the Task Force recommends that the visible minority employment equity policies and hiring and promotional programs be required to reflect the appropriate representation of visible minority women, as well as visible minority men, available in the workforce.

g) Further, the Task Force recommends that the Review Board consider 1996 as the year for the achievement of the goal of all Ontario police forces being representative of the racial diversity of the communities they serve.

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7. The Task Force recommends that, by 1990, the Solicitor-General, after consultation with the police governing authorities, the Ontario Association of Chiefs of Police and the Police Association of Ontario, develop mechanisms by which lateral entry by members of other forces or direct entry by qualified civilians will be accomplished, thereby allowing entry at ranks above constable.

a) Further, the Task Force recommends that, by 1990, the Policing Services Division of the Ministry of the Solicitor General design an Officer Training Program to be offered at the appropriate police educational institution for all candidates seeking command and senior officer rank whether from within lower ranks of the forces, by lateral entry from another force or by direct entry from civilian occupations.

b) Further, the Task Force recommends that, by 1993, the Race Relations and Policing Review Board consider lateral entry and direct entry processes as well as accelerated promotional plans for the recruitment of visible minorities at all senior ranks when approving the goals and timetables of Ontario police forces.

(Page 80)

8. The Task Force recommends that the Solicitor General require each police governing authority to review immediately all sworn peace officer positions, at all levels, to determine which may be staffed by civilians and to convert such positions to civilian status by December 1989 and to include all civilian positions within required visible minority employment equity policies and hiring and promotional programs of goals and timetables to be submitted to the Ontario Race Relations and Policing Review Board by December 1989.
(Page 81)

9. The Task Force recommends that, by April, 1990, the Solicitor General establish a Central Police Recruiting Unit as part of the Policing Services Division to serve all police forces in Ontario; the functions of this unit to include the following:

   a) To recruit police officers, with special emphasis on visible minority officers, to fill the stated needs of police forces;

   b) To develop or acquire in consultation with police management and the Ontario Race Relations and Policing Review Board, bias-free recruitment, testing and selection instruments and processes.

   c) To develop, maintain and publish relevant data on the composition of Ontario's police forces with special reference to recruitment, selection, hiring and promotion of those candidates from the pool established by the Central Recruiting Unit.

   d) To conduct appropriate research in police recruitment issues.

(Page 83)

10. The Task Force recommends that, by December 1989, the regulations of the Police Act be amended to require all police forces to allow members of the Sikh religion to wear their religious symbols,

including the Turban and the Five K's, while serving in every facet of policing. The following standards might be considered as requirements:

(i) Unshorn beard be dressed in the traditional fashion.

(ii) Turban style, colour and fabric to conform to uniform standards.

(iii) The Kirpan to be no longer than nine inches in its total length.

10. a) Further the Task Force recommends that the Solicitor General ensure that no person be deprived of police employment by reason of religious dress or other requirements which can be reasonably accommodated.
(Page 84)

11. The Task Force recommends that, by 1990, the Ministry of the Solicitor General develop and make available to the Ontario Provincial Police and municipal policing authorities and police administrations an Organizational Climate and Employee Satisfaction Survey to be administered to visible minority officers and civilian employees in order to assess their adjustment within, treatment by and satisfaction with their respective police forces and to enable appropriate action to be taken; the summary results of such surveys to be reported to the Solicitor General and to the Race Relations and Policing Review Board.
(Page 86)

12. The Task Force recommends that the Solicitor General establish an award of excellence to be given annually, or when warranted, to the force or forces which have performed meritoriously in achieving employment equity goals in employment, promotions and the creation of an hospitable working climate for visible minority officers and civilian employees. Input from police officers should be an essential ingredient in making the selections.
(Page 87)

Race Relations Training

13. The Task Force recommends that the Solicitor General encourage police forces to facilitate the enrolment of officers in university level courses through funding support, shift accommodation and promotional opportunities.

    a) Further, the Task Force recommends that the Solicitor General undertake consultation with Ontario universities for the purpose of designing courses to enable officers to achieve university entrance requirements while on duty.

(Page 100)

14. The Task Force recommends that the Police Act be amended to require successful completion of Grade 12 or an equivalent completion of secondary school for admission to the Ontario Police Service.
(Page 100)

15. The Task Force recommends that the Police Act be amended to require all applicants to police forces to complete successfully a training program at the Ontario Police College prior to employment as a police officer.
(Page 101)

16. The Task Force recommends that the Policing Services Division of the Ministry of the Solicitor General monitor the implementation of the "coach-officer" program.

    a) Further, the Task Force recommends the establishment by the Police Services Division of stated standards to be met by coach-officers, including refresher training and training in race relations.

    b) Further, the Task Force recommends that a mechanism be designed by the Policing Services Division to evaluate the effectiveness of coach-officer programs.

(Page 102)

17. The Task Force recommends that, commencing in January 1990, the Solicitor General require all officers to attend at the Ontario Police College for a four-week refresher training course at five years of service and every five years thereafter.

17. a) Further, the Task Force recommends that the Solicitor General require the Ontario Police College to ensure that the said refresher training course includes a significant component of professionally evaluated race relations training and that it integrates race relations issues throughout the curriculum.

(Page 103)

18. The Task Force recommends that students attending the recruit police training program be required to pay a reasonable contribution towards tuition and any reasonable expenses associated with such training.

a) Further, the Task Force recommends that the Solicitor General request the Minister of Colleges and Universities to secure the amendment of the Ministry of Colleges and Universities Act in order to provide bursaries and loans to recruits attending the Ontario Police College.

(Page 104)

19. The Task Force recommends that the Police Act be amended to provide the Solicitor General with responsibility for setting and maintaining the standards for all police training in Ontario.

a) Further, the Task Force recommends that the Solicitor General review the adequacy of current recruit and refresher training courses, whether offered in-service or at the Ontario Police College, to ensure standardized training throughout Ontario.

b) Further, the Task Force recommends that this review include an assessment of current training standards, instructor qualification, mechanisms for evaluating training programs, and recommendations for improvement in these areas when warranted.

c) Further, the Task Force recommends that, by April 1990, the Solicitor General submit a report to the Legislature on the province-wide review of training.

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20. The Task Force recommends that the Solicitor General require all probationary constables to complete a two to three-month internship with a visible minority community organization.

    a) Further, the Task Force recommends that the Solicitor General require all officers to complete a further two to three-month internship with a visible minority community organization prior to being considered for promotion.

    (Page 106)

21. The Task Force recommends that the Solicitor General, through the Police Act, require that all police officers, including senior command officers, civilian staff, police commissioners and members of committees of council, receive race relations training on a continuing education basis.

    (Page 109)

22. The Task Force recommends that the Solicitor General impose an immediate moratorium on all race relations training programs and planned initiatives pending the review and replacement of all existing race relations training programs.

    a) Further, the Task Force recommends that the Solicitor General require that, by January, 1990, the instructional materials and training programs used by all police forces and training institutions be reviewed jointly by the Solicitor General, the Municipal Police Authorities, the Ontario Association of Chiefs of Police, the Police Association of Ontario, the Ontario Race Relations and Policing Review Board and civilian consultants for the purposes of developing a basic race relations training program and integrating race relations issues into all aspects of police training.

    b) Further, the Task Force recommends that the review of training materials ensure that visible minority civilians and police officers of both sexes be appropriately depicted in all departments and in all ranks, interacting with each other and with white officers and civilians.

c) Further, the Task Force recommends that all police race relations training manuals be available for review by the public.

d) Further, the Task Force recommends that, by June 1990, a race relations program be designed jointly by the Solicitor General, the police, representatives of visible minority communities and civilian consultants with expertise in race relations training for use by all police forces, training institutions and police governing authorities.

e) Further, the Task Force recommends that this program be implemented by all police forces, training institutions and police governing authorities by December 31, 1990, and be monitored and evaluated every year for the first three years and every five years thereafter by the Ontario Race Relations and Policing Review Board.

(Page 113)

23. The Task Force recommends that, by January 1990, the Solicitor General require the Ontario Police College, in consultation with the Ontario Race Relations and Policing Review Board and civilian experts, to design a train-the-trainers program for all Ontario police race relations training officers.

a) Further, the Task Force recommends that the train-the-trainers program be evaluated by the Ontario Race Relations and Policing Review Board every year for the first three years and every five years thereafter.

(Page 116)

24. The Task Force recommends that the Ontario Race Relations and Policing Review Board be required to undertake a long term study of police race relations training and its effect on the interaction of officers with visible minority communities.

(Page 117)

Use of Force

25. The Task Force recommends that Section 9(b) of Regulation 790 under the Ontario Police Act be revoked.

    a) Further, the Task Force recommends that section 9(d) of Regulation 790 be amended to read as follows:

       "to call for assistance in a critical situation when there is no reasonable alternative".

    b) Further, the Task Force recommends that Section 8 of Regulation 790 be correspondingly amended to read as follows:

       "No member of a police force shall draw his revolver except when he believes it may be necessary for the protection of his or her life or the life of another".

    (Page 129)

26. The Task Force recommends that the Government of Ontario petition the Government of Canada to amend section 25(4) of the Criminal Code to restrict its applicability to situations in which the fleeing offender poses an immediate threat of death to police officers or others.
    (Page 131)

27. The Task Force recommends that more time be spent on tactical training for recruits at the Ontario Police College and that such training be examinable. An officer's on-duty performance with respect to tactical manoeuvres must be monitored and be a factor for the purposes of performance appraisal and promotional opportunities.
    (Page 135)

28. The Task Force recommends that firearms training for recruits at the Ontario Police College be improved to address more fully, through discussion and the use of computerized scenarios, the discretion afforded police officers with respect to the use of deadly force.
    (Page 136)

29. The Task Force recommends that the Ontario Police College should be given funding to enable it to provide realistic conditions for recruit firing practice.
(Page 138)

30. The Task Force recommends that an inquiry be conducted into the feasibility of issuing firearms to new constables only after they have acquired a certain amount of on-duty experience.
(Page 139)

31. The Task Force recommends that Regulation 790 of the Ontario Police Act be amended to make it compulsory that every police officer in the province requalify annually, to the satisfaction of the Ontario Police College, in physical fitness and biennially in the use of the baton and holds.
(Page 140)

32. The Task Force recommends that Regulation 790 of the Ontario Police Act be amended to make annual requalification by the Ontario Police College in the use of firearms and the relevant laws mandatory for all police officers.
(Page 141)

33. The Task Force recommends that all police forces should encourage officers in addition to formal training, to practice and improve their marksmanship skills by offering free ammunition for practice purposes, and marksmanship badges for attaining levels of skill higher than minimum requirements.
(Page 142)

34. The Task Force recommends that patrol supervisors on all police forces should be required to conduct random spot-checks of ammunition actually being used by officers in the line of duty and to report their findings monthly to the Chief of Police who would then convey the results to police governing authorities on a quarterly basis.

    a) The Task Force further recommends that any officer found to be in possession of firearms or ammunition not authorized by the Police Act should be subject to discipline pursuant to the Code of Offences in the Regulations under the Police Act.

(Page 144)

35. The Task Force recommends that Regulation 790 under the Police Act be amended to require that reports be completed by police officers when any form of force has been used and that such reports be filed with and analyzed by the Policing Services Division of the Ministry of the Solicitor General.
(Page 146)

36. The Task Force recommends that the Solicitor General create an investigative team to investigate police shootings in Ontario. That team should be comprised of homicide investigators chosen from various forces other than the force involved in the shooting, together with at least two civilian members drawn from government investigative agencies independent of the Ministry of the Solicitor General. When warranted, criminal charges should be laid within 30 days of commencing the investigation except when special circumstances justify extension.
(Page 150)

Community Relations

37. The Task Force recommends that the Policing Services Division in consultation with the Ontario Association of Chiefs of Police, and the Ontario Human Rights Commission, develop a working definition of racially prejudiced police behaviour.

a) Further, the Task Force recommends that the resulting definition of racially prejudiced behaviour be incorporated into Regulation 791 of the Police Act as a disciplinary offence, whether directed at visible minority persons within or outside the police force.

b) The Task Force further recommends that the Policing Services Division, in consultation with the Ontario Association of Chiefs of Police and the Ontario Human Rights Commission prepare, for enactment, a Police Race Relations Policy, similar to the "Ontario Policy on Race Relations", which reflects police commitment to policing for a multiracial and multicultural society, and that this policy be adopted by all police forces in Ontario by December 1989.

(Page 156)

38. The Task Force recommends that the Solicitor General select community policing models appropriate for police forces throughout the province and that the Solicitor General encourage, facilitate and convince police governing authorities and police forces to commit resources to community policing by January 1991.
(Page 163)

39. The Task Force recommends that police forces institute or expand outreach programs in which police officers regularly attend schools, citizenship classes, and organization meetings in the community to explain their role and function to members of the community.

    a) Further, the Task Force recommends that the Solicitor General petition the Minister of Education to ensure that Ontario Boards of Education institute change in the curriculum at all educational levels to provide sound instruction in matters of law enforcement and legal rights and the promotion of racial and cultural understanding and tolerance.

(Page 164)

40. The Task Force recommends that police forces in Ontario create an achievement medal recognizing outstanding service in community policing. This medal should be of equal prestige to, and presented at the same ceremony as, other police awards.
(Page 164)

41. The Task Force recommends that the Solicitor General encourage all police forces to establish race and ethnic relations units, when the visible minority population so warrants, of a size large enough to reflect and accommodate the visible minority population. The Solicitor General should prepare and publish guidelines as to the composition and function of such units. At a minimum, every force should assign responsibility for such matters to a senior officer.
(Page 166)

42. The Task Force recommends that race and ethnic relations units be staffed by officers transferred from various sections of the police force and who are periodically rotated. Appropriate civilian members of the force should supplement some officers on these units.
(Page 167)

43. The Task Force recommends that Chiefs of Police select officers for race and ethnic relations units for their interest in and aptitude for community-based policing as it relates to visible minorities and that these officers be provided with extensive training in negotiation, crisis intervention, race relations and culture-specific knowledge.
(Page 168)

44. The Task Force recommends that all police forces in consultation with the Ministry of Citizenship conduct a demographic survey of their jurisdiction in order to determine the size and nature of the visible minority population which they are policing.
(Page 168)

45. The Task Force recommends that race and ethnic relations units become central to police force operations and report directly to the Chief or Deputy Chief of Police.
(Page 170)

46. The Task Force recommends that the work of officers within the race and ethnic relations unit receive positive consideration in the promotional process and that such units be staffed with some officers of a rank higher than constable.
(Page 170)

47. The Task Force recommends that, by April 1990, the Solicitor General in concert with the Ministry of Citizenship convince police governing authorities and Chiefs of Police to establish and fund local community consultation committees, comprised of police and members of the community, to discuss matters of mutual concern. Membership in such groups should be reviewed regularly to ensure that representation fully reflects the community's visible minority population.
(Page 172)

48. The Task Force recommends that, commencing in 1990, the Solicitor General, in concert with the Ministry of Citizenship, host annual regional symposia at which community consultation committees can exchange and compare experiences.
(Page 173)

49. The Task Force recommends that the Chiefs of Police of forces with more than 100 members, whose communities are identifiably racially diverse, establish visible minority advisory committees to discuss issues or concerns which affect the force and the visible minority community.
(Page 173)

50. The Task Force recommends that the Solicitor General, in consultation with the Ontario Race Relations and Policing Review Board, the Ministry of the Attorney General, the Ministry of Citizenship, the Municipal Police Authorities, the Ontario Association of Chiefs of Police, the Police Association of Ontario and municipal governments and relevant community organizations, develop a crisis response mechanism for adoption and use by government, police institutions and community organizations.
(Page 174)

51. The Task Force recommends that media relations units within police forces, with the approval of their police governing authority develop, a policy with respect to the release of information relating to race and crime. Specifically, the race or colour of an accused should never be publicized. The racial characteristics of a particular suspect wanted for criminal acts should only be referred to when it is an investigative requirement.
(Page 180)

52. The Task Force recommends that officers whose performance indicates that they have difficulty addressing race relations issues be required to attend remedial courses and that their performance following such training be formally monitored.
(Page 181)

53. The Task Force recommends that police forces create an award for officers who exhibit skill in identifying and addressing race relations issues in the course of their duties. This award should be of equal prestige to, and presented at the same ceremony as, other police awards.
(Page 182)

First Nations People's

54. The Task Force recommends that the Government of Ontario initiate, in conjunction with the Government of Canada and representatives of native peoples, the establishment of a tri-partite task force for the purpose of studying the feasibility and necessary structures and processes of native justice systems in Ontario, and recommending working models thereof as pilot projects, and that this tri-partite task force be created and operational within one year of the filing of this report of the Race Relations and Policing Task Force.
(Page 190)

POLICE COMMISSIONS

55. The Task Force recommends that the Solicitor General take immediate steps to ensure that, as vacancies arise, membership on local police boards reflects the diversity of the community being served and that there is adequate visible minority representation on each board. In jurisdictions in which there is no Board of Commissioners of Police, the Committee of Council should be responsible for involving police visible minority members in an "ex officio" capacity.
(Page 191)

56. The Task Force recommends that the Police Act be amended to define the role, authority and responsibilities of Boards of Commissioners of Police and Police Committees of Council.

a) The Task Force further recommends that the Police Act be amended to grant to the Solicitor General a residual power to assume the role, authority and responsibility of a Police Commissioner or Police Committee of Council in respect of any matter about which the said Commissioner or Committee has abdicated its statutory obligation.

(Page 193)

57. The Task Force recommends that the Police Act be amended to provide that the Chair of Boards of Commissioners of Police be appointed directly to that position by the Lieutenant Governor in Council on the recommendation of the Solicitor General.

a) The Task Force further recommends that Boards of Commissioners of Police be required:

(i) to be housed in non-police buildings;

(ii) to have non-police staff sufficient to fulfil their statutory obligations, and;

(iii) to house non-police equipment and supplies sufficient to meet their statutory obligations.

b) Further, the Task Force recommends that the Ministry of the Solicitor General be granted sufficient funds for transfer to those Commissions to enable them to meet the requirements of this recommendation.

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Appendices

APPENDIX A

NOTICE

Ontario

RACE RELATIONS AND POLICING TASK FORCE

NOTICE

This Task Force was created by the Solicitor General on December 15th, 1988, following the fatal shooting of Michael Wade Lawson by on-duty police officers.

Its terms of reference are limited to the following:

(1) The current training members of police forces receive as it relates to visible minorities.

(2) Ways to improve this training and education both for recruits and on a continuing education basis.

(3) The hiring practices and promotional processes including the establishment of employment equity programs.

(4) Ways to improve the interaction of the police with the visible minority communities through the establishment of liaison officers, committees, community education programs and cross cultural training.

(5) To examine ways in which a monitoring system may be established to provide for a regular review of the interaction between visible minorities and the police.

(6) To review the policies and practices of the police relating to the use of force.

The Task Force will review written and oral submissions within its mandate. Oral presentations will be heard on February 1, 2, 3 and February 6 and 7. Each presentation will be limited to ten minutes and the Task Force will consider requests for further time when appropriate.

Written and oral submissions should be limited to the terms of reference set out above. Recommendations may also be proposed on ways to improve the interaction of the police with visible minorities. These might include recommendations as to police practices, policies and procedures, training, attitudes, and the use of force by the police.

The Task Force is required to submit its findings and recommendations by February 28th, 1989. Written submissions should be received no later than February 7th, 1989. Those who wish to make oral presentations may also submit written submissions in advance of their presentation. Oral presentations may be scheduled by contacting Sameena Cyriac at 963-3564 by no later than January 20th, 1989.

Members of The Task Force:
Clare Lewis - Chair; Dr. Ralph Agard, Kamala-Jean Gopie, Chief James Harding, T. Sher Singh and Roy Williams.

RACE RELATIONS AND POLICING TASK FORCE
157 Bloor Street West, Toronto, Ontario, M5S 1P7
Telephone (416) 963-3443

APPENDIX B

LIST OF PRESENTERS

LIST OF PRESENTERS TO

TASK FORCE PUBLIC HEARINGS

	Speakers	Transcript Volume	Pages
	Wednesday, February 1, 1989		
1.	TRANSCULTURAL CONSULTANT SERVICES Speaker: Dr. Monica Armour	I	8-33
2.	URBAN ALLIANCE ON RACE RELATIONS Speakers: Mr. Peter Maloney Dr. Wilson Head Mr. Benjamin Radford	I	36-75
3.	HARAMBEE CENTERS CANADA (Toronto Chapter) Speaker: Dr. Quamina	I	76-111
4.	MAYOR'S COMMITTEE ON COMMUNITY AND RACE RELATIONS Speakers: Mr. Perry Ms. Janice Denbo	I	112-128
5.	VOLUNTEER COMMUNITY WORKER Speaker: Ms. Evelyn Auchinvole	I	129-151
6.	POSITIVE PARENTS OF CANADA Speaker: Mr. Stewart Newton	I	152-161
7.	JANE-FINCH COMMUNITY LEGAL SERVICES Speaker: Ms. Bev Folkes	I	162-190
8.	INDIVIDUAL: Mr. Chris Keating	I	191-210
9.	PUBLIC SCHOOL TEACHER Speaker: Ms. Carmen Marshall	I	211-226
10.	INDIVIDUAL: Mr. Malcolm Cairnduff	I	227-337
11.	INDIVIDUAL: Mr. Sri-Guggan Sri-Skanda-Rajah	I	238-258

	Speakers	Transcript Volume	Pages
	Wednesday, February 1, 1989		
12.	INDIVIDUAL: Mr. Moscrop	II	1-18
13.	JAMAICAN CANADIAN ASSOCIATION Speakers: Mr. Miah Bailey Mr. Herman Stewart Mr. Akwatu Khenti	II	19-53
14.	INDIVIDUAL: Mr. Lionel Albert Grant	II	54-70
15.	BLACK BUSINESS AND PROFESSIONAL ASSOCIATION Speakers: Mr. Dwight Whylie Mr. Carl Masters	II	71-90
16.	INDIVIDUAL: Ms. Philomen Wright	II	90-105
17.	INDIVIDUAL: Mr. Anton Squire	II	105-112
18.	INDIVIDUAL: Mr. Tim Scollard	II	113-126

	Speakers	Transcript Volume	Pages
	Thursday, February 2, 1989		
19.	ONTARIO BLACK COALITION FOR EMPLOYMENT EQUITY Speaker: Mr. John Cordice	III	3-17
20.	CANADIAN BAR ASSOCIATION Speaker: Mr. Brian Heller	III	18-53
21.	CHILDLIFE FOUNDATION Speaker: Mr. Horace Elliot	III	53-75
22.	INDIVIDUAL: Mr. Narine Loojune	III	76-86
23.	COMMUNITY ACTIVIST Speaker: Ms. Susan Eng.	III	87-107
24.	INDIVIDUAL: Mr. Derrick Suchard	III	107-126
25.	INDEPENDENT ACTIVIST Speaker: Mr. Al Peabody	III	127-148
26.	INDIVIDUAL: Mr. Patrick Thompson	III	149-161
27.	INDIVIDUAL: Ms. Susan Archibald	III	162-170
28.	EQUAL OPPORTUNITY CONSULTANTS Speakers: Ms. Carol Tator and Dr. Francis Henry	III	171-209
29.	PARKDALE SERVICES LEGAL CLINIC Speaker: Ms. Karen Schucher	III	210-215
30.	INDIVIDUAL: Ms. Yola Grant	III	216-224
31.	INDIVIDUAL: Ms. Yeager	III	224-237

	Speakers	**Transcript Volume**	**Pages**
	Thursday, February 2, 1989		
32.	PEEL MULTICULTURAL COUNCIL Speaker: Ms. Jones	IV	3-20
33.	INDIVIDUAL: Ms. Beatriz Amuchastegui	IV	20-27
34.	INDIVIDUAL: Mr. Derrick Morris	IV	27-37
35.	INDIVIDUAL: Mr. James Hay	IV	37-57
36.	INDIVIDUAL: Mr. Gurjit Grewal	IV	58-77
37.	INDIVIDUAL: Mr. Peter Deboran	IV	77-100

	Speakers	Transcript Volume	Pages
	Friday, February 3, 1989		
38.	CANADIAN CIVIL LIBERTIES ASSOCIATION Speaker: Mr. Alan Borovoy	V	1-32
39.	MULTICULTURAL & RACE RELATIONS DIVISION - TORONTO Speakers: Mr. Mark Nakamura Ms. Sylvia Searles Mr. Charles Smith	V	33A-65
40.	McMASTER UNIVERSITY Speaker: Professor Harish C. Jain	V	66-87
41.	MACAULIFFE INSTITUTE OF SIKH STUDIES Speaker: Mr. R.(Arvinder S.) Bindra	V	88-105
42.	MULTICULTURAL & RACE RELATIONS COMMITTEE, HINDU CULTURAL SOCIETY Speaker: Mr. Mahendra Gupta	V	106-128
43.	RETIRED BUSINESSMAN Speaker: Mr. Albert Mercury	V	130-145
44.	INDIVIDUAL: Mr. Melbourne Thompson	V	146-163
45.	LAW UNION OF ONTARIO Speaker: Mr. Jack Gemmell	V	164-179
46.	INDIVIDUAL: Mr. Norman Rogers	V	180-197
47.	ONTARIO HUMAN RIGHTS COMMISSION Speakers: Mr. Raj Anand Mr. Allan Sheffman	V	198-231
48.	NATIONAL COUNCIL OF JAMAICANS Speakers: Mr. Bromley Armstrong Ms. Erma Collins	V	232-261
49.	INDIVIDUAL: Mr. Hugh Evelyn	V	262-277
50.	INDIVIDUAL: Mr. Carlton Stewart	V	278-295

	Speakers	Transcript Volume	Pages
	Monday, February 6, 1989		
51.	OFFICIAL OPPOSITION PARTY New Democratic Party Speaker: Mr. Bob Rae	VI	2-32
52.	CRIMINAL LAWYER'S ASSOCIATION Speakers: Mr. William Trudell Ms. Jane Fairburn	VI	32-59
53.	DEPUTY SOLICITOR GENERAL Speaker: Mr. Stien Lal	VI	60-93
54.	ONTARIO MULTICULTURAL ASSOCIATION Speakers: Dr. Karen Mock Mr. Courtney Doldron	VI	94-119
55.	NORTH YORK'S COMMUNITY RACE & ETHNIC RELATIONS COMMITTEE Speaker: Mr. Barry Thomas	VI	120-130
56.	INDIVIDUAL: Mr. Dowse	VI	131-144
57.	JAMAICAN INTERNATIONAL GROWTH INSTITUTE Speaker: Mr. Adebelabambubah	VI	145-162
58.	COUNCIL ON RACE RELATIONS AND POLICING Speakers: Ms. Jeeti Sahot Ms. Robynne Neugebauer	VI	163-184
59.	INDIVIDUAL: Mr. Earl Miller	VI	185-208
60.	NEIGHBOURHOOD WATCH Speaker: Ms. Carol Johnson	VI	208-228
61.	ONTARIO COUNCIL OF SIKHS Speaker: Mr. Manohar S. Bal	VI	229-243
62.	TAMIL EELAM SOCIETY OF CANADA Speaker: Mr. Aruliah	VI	244-254
63.	CITIZENS FOR FOREIGN AID REFORM Speaker: Mr. Paul Fromm	VI	255-272

	Speakers	Transcript Volume	Pages
	Tuesday, February 7, 1989		
64.	METROPOLITAN TORONTO POLICE FORCE Speakers: Chief Jack Marks Superintendent Robert Kerr Staff Sergeant Wilfred Cassidy Inspector Ted Price	VII	1-100
65.	HAMILTON-WENTWORTH REGIONAL POLICE Speaker: Chief Colin Millar	VII	101-133
66.	METROPOLITAN TORONTO POLICE FORCE Speaker: Constable Benjamin Eng	VII	134-150
67.	POLICE ASSOCIATION OF ONTARIO Speaker: Mr. Mal Connolly	VII	151-193
68.	PEEL REGIONAL POLICE FORCE Speaker: Staff Inspector Chris O'Toole	VII	195-229
69.	SUDBURY REGIONAL POLICE & ONTARIO ASSOCIATION OF CHIEFS OF POLICE Speaker: Chief Rick Zannibi	VII	230-267
70.	METROPOLITAN TORONTO BOARD OF POLICE COMMISSIONERS Speaker: Mrs. June Rowlands	VII	268-345

	Speakers	Transcript Volume	Pages
	Tuesday, February 14, 1989		
71.	HALTON REGIONAL POLICE FORCE Speaker: Deputy Chief Robert Middaugh	VIII	1-35
72.	NIAGARA REGIONAL POLICE FORCE Speakers: Deputy Chief Frank Parkhouse Staff Sergeant Bevan	VIII	36-65
73.	YORK REGIONAL POLICE FORCE Speakers: Deputy Chief Bryan Cousineau Sergeant Bisson Ramdewar	VIII	66-93
74.	ONTARIO POLICE COLLEGE Speaker: Mr. Larry Godfree	VIII	94-146
75.	MINISTRY OF THE SOLICITOR GENERAL Speaker: Staff Sergeant Young	VIII	147-205
76.	INDIVIDUAL: Mr. Huie	VIII	206-219

	Speakers	**Transcript Volume**	**Pages**
	Wednesday, February, 15, 1989		
1.	OTTAWA POLICE FORCE Speakers: Chief Arthur Rice Superintendent Donald Lyon Inspector Brian Skinner Staff Inspector Jim Bickford Staff Inspector Paul Page	IX	1-49
2.	THE BARBADOS (OTTAWA) ASSOCIATION Speaker: Mr. Berkley Harris	IX	50-72
3.	CANADIAN HUMAN RIGHTS COMMISSION Speaker: Mr. Maxwell Yalden	IX	73-92
4.	THE NATIONAL ASSOCIATION OF CANADIANS OF ORIGINS IN INDIA (NACOI) Speaker: Mr. Baljinder Gill	IX	93-104
5.	THE CANADIAN ETHNOCULTURAL COUNCIL Speakers: Mr. Lewis Chan Mr. Navin Parekh Mr. Sylvan Williams	IX	105-120
6.	HARAMBEE CENTRES CANADA Speakers: Ms. Florence Redmond Mr. Joseph Enwerekowe	IX	121-142
7.	FIRST NATIONS OF CANADA -- THE INDIAN FIRST NATIONS OF CANADA Speaker: Mr. Ted Montour	IX	143-159
8.	OTTAWA-CARLETON IMMIGRANT SERVICES ORGANIZATION Speaker: Mr. Yew Lee	IX	160-180
9.	ONTARIO IMMIGRANT AND VISIBLE MINORITY WOMEN'S ORGANIZATION Speaker: Ms. Lucia Spencer	IX	181-189
10.	CANADIAN PAKISTAN ASSOCIATION Speaker: Mr. Sarkar Kahn	IX	190-196

	Speakers	Transcript Volume	Pages
	Wednesday, February 15, 1989		
11.	OTTAWA BOARD OF COMMISSIONERS OF POLICE Speakers: Mr. Frank Ling Ms. Mary Hegan Mr. Jim Tomkins Mr. Berkley Harris	X	1-31
12.	FEDERATION OF SIKH SOCIETIES OF CANADA Speakers: Mr. Gurcharn Singh Mr. Sikandar Singh	X	32-62
13.	INDIVIDUAL: Mr. Lloyd Stanford	X	63-94
14.	NATIONAL CAPITAL ALLIANCE ON RACE RELATIONS Speakers: Mr. Sandhawalia Mr. Ed. Hoosen	X	95-126
15.	VISIBLE MINORITY COMMITTEE CITY OF OTTAWA Speakers: Mr. Joseph Enwerekowe Mr. Cyril Dabydeen Mr. Chris Harris	X	127-154
16.	JAMAICAN-OTTAWA COMMUNITY ASSOCIATION Speaker: Mr. Eric Samuel	X	155-167

	Speakers	Transcript Volume	Pages
	Thursday, February 16, 1989		
1.	WINDSOR POLICE FORCE Speakers: Deputy Chief Alec Somerville Staff Inspector John Blair	XI	1-69
2.	INDIVIDUAL: Ms. Gisele Lan	XI	70-81
3.	INSTITUTE OF ASIAN CULTURES Speaker: Dr. Spellman	XI	82-120
4.	INDIVIDUAL: Mr. Thomas Leclair	XI	121-135
5.	WINDSOR BLACK COALITION Speakers: Mr. Clayton Talbert Ms. Jeana Hamlin	XI	136-178
6.	INDIVIDUAL: Mr. Shushil Jammu	XI	179-192
7.	SOUTH ESSEX COMMUNITY COUNCIL Speaker: Reverend Alan Schooley	XI	193-213
8.	MUNICIPAL POLICE AUTHORITY Speaker: Mr. John Whiteside	XI	214-268
9.	INDIVIDUAL: Mr. Shushil Jain	XI	269-298
10.	UNITED STEELWORKERS OF AMERICA, DISTRICT 6 Speakers: Mr. Michael Lewis Ms. Lou Hobbs Mr. Horris Singh	XI	299-321
11.	INDIVIDUAL: Mr. Dale Grayer	XI	322-355
12.	INDIVIDUAL: Ms. Mardella Talbot	XI	356-381
13.	WINDSOR POLICE DEPARTMENT Speakers: Staff Sergeant Robert Moon	XI	382-389

	Speakers	Transcript Volume	Pages
	Friday, February 17, 1989		
1.	THUNDER BAY POLICE FORCE Speakers: Deputy Chief Carl Ratz Constable Bob Woods Staff Sgt. Ab Filipovic	XII	1-72
2.	INDIVIDUAL: Ms. Marlene Pierre	XII	73-109
3.	COMMUNITY RESOURCE CENTRE DIRECTOR Speaker: Mr. Abe Kakepectum	XII	110-128
4.	ONTARIO NATIVE WOMEN'S ASSOCIATION Speakers: Ms. O'Connor Mr. Paul Capon	XII	129-159
5.	THUNDER BAY MULTICULTURAL Speakers: Mr. Tibor Fordos Ms. Ana Maria Salgueiro	XII	160-180

	Speakers	Transcript Volume	Pages
	Saturday, February 18, 1989		
6.	EQUAY WUK WOMEN'S GROUP Speaker: Ms. Sara Melvin	XIII	1-37
7.	THUNDER BAY RACE RELATIONS COMMITTEE Speaker: Mr. Vasant Lakhani	XIII	38-60
8.	THUNDER BAY INDIAN FRIENDSHIP CENTER Speaker: Ms. Anne Cox	XIII	61-74
9.	WHITESAND BAND Speaker: Chief Doug Sinoway	XIII	75-93
10.	INDIVIDUAL: Ms. Kathy McLelland	XIII	94-103
11.	INDIVIDUAL: Mr. Marvin McMenemy	XIII	104-127
12.	OSNABURG RESERVE Speaker: Mr. Harry Kaminawaish	XIII	128-154
13.	ROCKY BAY BAND Speaker: Mr. Pat Hardy	XIII	155-167
14.	INDIVIDUAL: Ms. Dolores Wawia	XIII	168-182

APPENDIX C

LIST OF WRITTEN SUBMISSIONS

LIST OF ORGANIZATIONS AND INDIVIDUALS WHO SUBMITTED WRITTEN BRIEFS

1. Emmanuel A. Abegunrin, Toronto, Ontario
2. Martin I. Applebaum, Q.C., Downsview, Ontario
3. S. Applebaum, Toronto, Ontario
4. Atikokan Native Friendship Centre (Elaine Barr, Executive Director)
5. B. deV. Batchelor, Toronto, Ontario
6. Don Bell, Mississauga, Ontario
7. Carole Berry, Malton, Ontario
8. Bryan K. Bertie, Toronto, Ontario
9. Murray Brown, Sutton West, Ontario
10. Malcolm Cairnduff, Toronto, Ontario
11. Gary Cameron, Chapleau, Ontario
12. Cambridge Multicultural Centre (Ines Sousa-Batista, Coordinator)
13. Canadian Human Rights Commission (Chief Commissioner Maxwell Yalden)
14. Centre for Spanish-Speaking Peoples (Jaime Libaque, President)
15. Edward Chadband, Stella, Ontario
16. Art Chin, Toronto, Ontario
17. Tony Chipman, Toronto, Ontario
18. Citizens Independent Review of Police Activities (CIRPA) (Mark Wainberg)
19. City of North York, Race Relations Committee
20. Congress of Black Women of Canada (Fay E. Cole, President)
21. Theresa Cramer, London, Ontario
22. Dr. Ari Dassanayake, Scarborough, Ontario
23. Jean and Lee Day, Sarnia, Ontario

SUBMISSIONS (cont'd)

24. Peter Deboran, Toronto, Ontario
25. Deputy Solicitor General for Ontario
26. David F. Dineen, Kitchener, Ontario
27. Arthur M. Donnelly, Bramelea, Ontario
28. Professor John Edwards, University of Toronto
29. Leslie Elendt, Toronto, Ontario
30. Essex County Chinese Canadian Association (Gisele Lan, President)
31. Ethiopian Association in Toronto
32. M. Evans, Willowdale, Ontario
33. Hugh Evelyn, Scarborough, Ontario
34. James D. Ewing, Agincourt, Ontario
35. Federation of Chinese Canadians in Scarborough (Joe Ng)
36. Staff Inspector P. Fernandes, Metropolitan Toronto Police Force
37. First Unitarian Congregation of Toronto (Frank G.P. Lewis)
38. Len Gelfand, Ottawa, Ontario
39. Jack Gerrard, Cambridge, Ontario
40. Guelph and District Multicultural Centre Inc. (Lourene Scott, Director)
41. Halton Regional Police Association
42. Harambee Centres Canada (Toronto Chapter)
43. Chief W.I. James Harding, Halton Regional Police Force
44. Thelma C. Harvey, Guelph, Ontario
45. Colleen Heffren, Toronto, Ontario
46. Pete Hewett, Peterborough, Ontario
47. Harvey D. Higgins, Weston, Ontario
48. A.J. Hinde, Sarnia, Ontario
49. Peter J.B. Howe, Ottawa, Ontario
50. Cornel Huggins, Toronto, Ontario

SUBMISSIONS (cont'd)

51. J. Huggins, Scarborough, Ontario
52. Human Rights and Racial Equality Association Hamilton & Region (Santokh S. Pooni, Chairman)
53. Robert Innes, Toronto, Ontario
54. Sheila Jacobson, Brampton, Ontario
55. Professor Harish C. Jain, McMaster University
56. Sushil Jain, Windsor, Ontario
57. Professor C.H.S. Jayewardene, University of Ottawa
58. John Howard Society of Metropolitan Toronto (Dianne Martin)
59. D. Jones, Toronto, Ontario
60. G.D. Karn, Toronto, Ontario
61. J. Kellar, GLL, Markham, Ontario
62. Kingston and District Immigrant Services (Michael H. Robinson, Chair)
63. Kingston Committee for Racial Harmony (Albert Williams, President)
64. Horace M. Knight, Etobicoke, Ontario
65. Rhoda Knight, Toronto, Ontario
66. Sushil Kumar, Windsor, Ontario
67. Law Union of Ontario (Jack Gemmell)
68. League for Human Rights of B'Nai Brith Canada, Central Cabinet
69. Ilma Lynton-Holt, Toronto, Ontario
70. Ronald G. Marks, Toronto, Ontario
71. Brian Marsh, Val Caron, Ontario
72. Albert Mercury, Willowdale, Ontario
73. Municipality of Metropolitan Toronto, Multicultural and Race Relations Division
74. R. Wavell Munro, Toronto, Ontario

SUBMISSIONS (cont'd)

75. National Association of Japanese Canadians (Charlotte M. Chiga, Chairperson)
76. National Council of Barbadian Associations in Canada (Victor C. Allman, President)
77. National Council of Jamaicans and Supportive Organizations, Inc.
78. Carol A. Newland, Toronto, Ontario
79. North York Inter-Agency and Community Council (Maurice Brenner, Chairperson)
80. Ontario Black Coalition for Employment Equity
81. Ontario Council of Sikhs
82. Ontario Federation of Labour (Gordon F. Wilson, President)
83. Ontario Folklife Centre (Carole H. Carpenter, President)
84. Ontario Human Rights Commission
85. Ontario Immigrant & Visible Minority Women's Organization
86. Ontario Metis and Aboriginal Association (Charles Recollet, President)
87. Ontario Ministry of Citizenship, Race Relations Directorate
88. Ontario Ministry of the Solicitor General, Cross-Cultural Policing Coordinator (Staff Sergeant Syd Young)
89. Ontario Multicultural Association
90. Ontario Society for Studies in Indo-Caribbean Culture
91. Ottawa Black Community Leaders
92. Ottawa Board of Commissioners of Police (Staff Superintendent L.P. Clarkin)
93. Ottawa-Carleton Immigrant Services Organization (Berkeley Harris, President)
94. Peele Community and Police Race Relations Committee (Maurice G. Hudson, Chairperson)

SUBMISSIONS (cont'd)

95. N.A. Piccinin, Willowdale, Ontario
96. Police Association of Ontario
97. Hugh J. Purvis, Prescott, Ontario
98. Race Relations Committee Kitchener-Waterloo (Theron Kramer, Interim Chairperson)
99. Beth Redner, Georgetown, Ontario
100. Jacqueline Reece, Mississauga, Ontario
101. Reform Toronto (Whitney Smith, Coordinator)
102. W.E. Rogers, Thunder Bay, Ontario
103. M. Rondilla, Scarborough, Ontario
104. Khalid Saeed, Toronto, Ontario
105. Phil Sarazen, Toronto, Ontario
106. Joseph N. Schauenberg, Jarvis, Ontario
107. B. Scully, Sudbury, Ontario
108. Chief Doug Sinoway, Whitesand First Nation
109. Doris Skorpid, Hamilton, Ontario
110. South Asian Centre of Windsor
111. South Essex Community Council
112. Carlton Stewart, Toronto, Ontario
113. Constable R.F. Stewart, Ontario Provincial Police
114. Ken Stone, Hamilton, Ontario
115. The Greater Toronto Regional Working Group on Policing in Multicultural, Multiracial Urban Communities
116. The Jane-Finch Concerned Citizens Organization (Linda Morowei)
117. The New Democrats, Black Advisory Committee (Bob Rae)
118. The Ontario Black History Society (Glace W. Lawrence)
119. Urmas A. Toming, Willowdale, Ontario
120. Toronto Mayor's Committee on Community and Race Relations, Policing Subcommittee (Lloyd Perry)

SUBMISSIONS (cont'd)

121. Ujamma Young People's Association (Sandra Carnegie, President)
122. United Steelworkers of America (Windsor)
123. Urban Alliance on Race Relations, Toronto, Ontario
124. W.R. Warman, Georgian College of Applied Arts and Technology
125. James E. Weppler, Barrister and Solicitor, Gore Bay, Ontario
126. Alfred J. Wickstead, Timmins, Ontario
127. Windsor Black Coalition (Clayton Talbert, President)

APPENDIX D

LIST OF PREVIOUS RECOMMENDATIONS

HIRING PRACTICES

1974: Task Force on Policing in Ontario

1. Every person to be appointed as a police officer in Ontario be a Canadian Citizen.

2. Individuals be allowed to join Ontario police forces at 18 years of age.

3. Individuals over 35 years of age to be considered as police officer candidates by Ontario police forces.

4. Individuals of lesser stature than five feet eight inches not be precluded from joining Ontario police forces.

5. If a candidate has poor vision (not to exceed 20/40) and it can be corrected through the use of glasses, he not be precluded from joining any Ontario police force.

6. Ontario police forces be encouraged to select recruits with varying educational qualifications including high school, college of applied arts and technology, and university.

7. Recruiting strategies be devised by Ontario Police Forces to attract recruits who will bring the ethnic and cultural composition of their force into rough conformity with that of the community they serve.

8. Ontario police forces recruit police officers, both male and female, with equal opportunity for advancement for all members.

9. Minimum mandatory recruiting and selection procedures be developed by the Ontario Police Commissions for all Ontario police forces.

10. The Ontario Police Commission work with the Chiefs of Police and senior officers in each Ontario police force to assist them in adapting the minimum mandatory procedures to meet the force's needs.

11. Each police force, in consultation with the Ontario Police Commission, establish a basic intelligence measure to be used in the recruit selection process.

12. As part of the recruiting procedures, Ontario police forces be encouraged to utilize a qualified industrial psychologist in the screening process, either as part of the interviewing process or to administer and interpret tests that have the approval of the Ontario Police Commission and which have been developed in consultation with the individual police force.

13. The Ontario Police Commission initiate experiments related to the use of differentiating psychological testing in the selection process.

14. For municipal forces the probationary period for new recruits be 18 months as a police officer, and that both a constable and a police supervisor and/or senior police officer be given specific responsibility and accountability for evaluating performance and making recommendations related to continued employment of the recruit.

15. The appropriate legislation and regulations be amended to include a provision that when an applicant is accepted by the Ontario Provincial Police, that person must serve 12 months probation as a police officer regardless of any other period spent within the Ontario public service.

16. The Ontario Police College be requested to provide formal reports on each recruit to that officer's police force, particularly for those recruits exhibiting exceptional (positive or negative) capabilities.

17. Formal performance reviews be conducted with the recruit at least once every 3 months during the probationary period.

18. Specific counsel be given to each recruit regarding his performance and behaviour, and that each recruit be required to acknowledge, through signing an evaluation form, that the evaluation and counselling has been conducted, and a copy supplied to him.

19. Recruits who exhibit less than satisfactory performance be terminated from employment within an Ontario police force before the expiry of the probationary period without management having to show cause.

20. Police Governing Authorities be encouraged by the Ontario Police Commission to conduct competitions open to candidates from any Ontario Police force for all their senior officer and command positions.

21. Consulting advice related to recruiting and selection procedures for these competitions be made available, where appropriate, by the Ontario Police Commission.

22. Job description be developed by Ontario police forces for specialist, supervisory, senior officer and command positions, and related selection criteria be developed for each of these.

23. Formal selection systems for specialist, supervisory, senior officer and command positions be adopted by each Ontario police force, and the systems be examined and approved by the Ontario Police Commission.

24. Each police officer promoted to a new specialist, supervisory, senior officer or command position who has not attended the appropriate Ontario Police Commission approved course, be required to do so within 6 months of appointment.

1975 - The Morand Report

25. The decision to confirm or not to confirm a probationary sergeant in his rank should be based on, among other things, his ability to supervise the officers under him, to win their respect and to find out how his men perform their jobs.

26. Officers under a cloud must not be promoted in order that the rank and file police officers do not receive the impression that results, however obtained, will result in promotion.

1977 - The Pitman Report

27. That Metro Council recommend to the Metro Toronto Police Commission and the Metro Toronto Police Force that greater effort be made to attract as applicants members of the visible minorities.

28. That Metro Council recommend to the Metro Toronto Police Commission the further study and evaluation of psychological tests to determine racial attitudes of applicants for employment with the Metro Toronto Police Force.

29. That Metro Council recommend to the Government of Ontario that exceptions to the height and weight requirements for employment on the police force be set aside in order to accommodate members of visible minorities whose physical size does not normally meet these requirements.

30. That Metro Council assure itself that the promotion procedures and policies of the police guarantee that the representatives of the visible minorities who are members of the police force are not in any way deprived of promotion.

1979 - The Carter Report

31. It is of the utmost importance for us to have officers from each major ethnic group of our community, if only for purposes of contact and for a sense of representation and sympathy.

32. The height and weight requirements should be removed.

33. A real campaign of recruitment should be launched similar to those used when we require army candidates and this campaign should be directed also to the minority groups within our city so that they will know that they are welcome.

34. A point system should be implemented for promotional purposes. It is something which can be looked at with some objectivity.

1980 - Policing in Ontario for the 80's: Perceptions and Reflections

35. Police forces (should) develop positive recruitment programs which are aimed at reaching qualified individuals from minority groups.

36. Police forces be encouraged to use recruitment brochures which portray positive images of officers from minority groups who can serve as role models.

37. Police forces should undertake, in cooperation with media a publicity program which is aimed at highlighting human interest stories, in particular, success stories of minority officers who are now in the police forces.

38. The Ontario Police Commission should stimulate and facilitate the recruitment program of police forces across the province. Specifically, it should monitor the effects of the programs of individual police forces in attracting qualified individuals from minority groups.

39. Police forces be encouraged to develop career development models with the assistance of the Ontario Police Commission.

40. Police forces should take into consideration for promotion and career development initiatives taken by individual officers to upgrade their education and their involvement in community services.

41. Discriminatory and unfavourable behaviour by an officer toward individuals in the community should be a disincentive for promotion.

42. Police forces should seek innovative ways to increase the job satisfaction of police officers other than through the traditional vertical routes.

43. Where possible, police forces should appoint a career development officer (or committee) who can counsel individual officers and facilitate them in the planning of their career development.

44. Police forces, where possible, should include some form of psychological assessments, in their selection procedures. These assessments, when done, must be used in combination with all other information obtained by police forces, and not as the only screening device.

45. The Ontario Police Commission should study what the functions of police officers for the Eighties are, in order to provide guidelines for appropriate selection techniques for police forces.

46. Police forces are encouraged to appoint competent and sensitive personnel to the selection unit. In addition, every effort should be made to upgrade their interview skills and techniques.

1988 - Bellemare Report (Quebec) Investigation into Relations between Police Forces, Visible and Other Ethnic Minorities

47. That the Montreal Urban Community Police Department implement an affirmative action program in order to increase the number of members of visible minorities to about 10% of its police officers, according to the following scenario:

Annual hiring rates and targets for visible minorities in the MUCPD, 1989-1995*

Year	Hiring forecast	Annual hiring rate	Annual hiring target
1989	200	12%	24
1990	216	14%	30
1991	169	16%	27
1992	204	18%	37
1993	214	18%	39
1994	232	18%	42
1995	262	18%	47

That MUC increase the rate in recruiting conventional candidates, in order to attain annual objectives in hiring members of minorities.

48. That the Montreal Urban Community Police Department set up an affirmative action program for the Greek, Portuguese and Italian communities, with specific numerical targets and a calendar based on hiring forecasts and the calculated availability rates for the groups in question.

49. That the MUC Police Department set up an affirmative action program in its civilian workforce for members of visible and ethnic minorities, according to the appropriate procedures.

50. That the MUC Police Department create a task force composed of representatives of police authorities, the Fraternite des policiers, the Montreal Urban Community, minority group associations and minority police officers already working for the MUCPD, and that this task force be given the following mandate:

    - to see to the establishment, implementation, evaluation and adjustment of the goals of affirmative action programs as well as the means chosen to achieve them;
    - to organize recruiting campaigns among minorities;
    - to set up mechanisms for orientation and integration of new recruits;
    - to increase the awareness of police officers already in the MUCPD;
    - to set targets for promotion of minority police officers employed by the MUCPD according to specific parameters to achieve equality of results;
    - to report annually to the MUC on progress made in the achievement of its goals.

51. That the Quebec government apply section 86.7 of the Charter of Human Rights and Freedoms of Quebec, notably by requiring the Surete du Quebec to create an affirmative action program for visible and ethnic minorities among its civilian and police ranks according to two separate categories.

52. That the MUC Police Department evaluate its 1986-88 recruiting campaigns in order to step up those strategies which have proven most effective in attracting candidates from visible minorities.

53. That all police departments ensure that their entire selection process is not discriminatory by examining the following aspects for each stage of selection:

- the relevance to job requirements;
- subjectivity and discretionary power;
- compliance with the Charter of Human Rights and Freedoms;
- adequate training of personnel responsible for administering tests and conducting interviews.

54. (a) That precise directives be given to investigators in charge of checking a candidate's background, to the effect that all references gathered must be related to the job requirements;

(b) That the investigators receive training on intercultural dimensions before exercising their duties.

55. That psychological tests be validated and adapted to the multicultural reality of Quebec.

56. That the selection interview be structured so as to diminish the risk of subjectivity and to increase its reliability:

(a) That selection boards always comprise three members, one of whom is a member of a visible or ethnic minority;

(b) That a person from outside the police force be called upon to sit on each selection board;

(c) That before exercising their duties, members of selection boards receive adequate training on the multicultural reality.

57. That the candidate's knowledge of the multi-ethnic environment be examined during the selection interview.

58. (a) That the Commission des droits de la personne du Quebec ensure that the authorities in question follow up on the recommendations concerning recruiting and hiring in police departments, by all the means concferred upon it by the Charter of Human Rights and Freedoms;

(b) That, to do so, the Commission immediately adopt an explicit resolution to this effect.

TRAINING

1974 - Task Force On Policing In Ontario

Recruit Training

1. An Ontario Police Commission designed or approved orientation program be adopted by all Ontario police forces and this program be made mandatory for all recruits prior to assuming any police responsibilities.

2. A basic police training course in two parts continue to be given centrally at the Ontario Police College.

3. The Police Act be amended to include a requirement that every new police officer successfully complete the basic recruit training course within the probationary period.

4. The Ontario Police Commission initiate a research project to examine current Ontario Police College recruit training objectives, to relate these objectives to the actual functions of the urban, suburban and rural police constables, and to design new objectives more appropriate to the actual functions performed.

5. Each probationary officer be assigned for at least his first six months of employment, to a specially trained "parent constable" who would be responsible for the probationer's development and evaluation.

6. The Ontario Police Commission develop model in-service recruit training programs to supplement Ontario Police College formal training and assist individual police forces to adopt such programs.

7. A "Qualification" course be designed and conducted at the Ontario Police College and that this "Qualification" course be successfully completed by all Ontario police officers prior to becoming First Class Constables.

8. The Ontario Police Commission continue to fund the direct costs involved for attendance at the basic recruit and "Qualification" training courses including course fees, room and board and travel expenses, but excluding salaries and premiums.

Recruit Education

9. A basic Police Officer Educational Course be developed at the initiative of the Ontario Police Commission to cover subject matter such as the criminal justice system and its impact on society, plus elementary social and behavioural science.

10. Police education centres be established in colleges of applied arts and technology and universities.

11. These colleges and/or universities be selected by the Ontario Police Commission.

12. The Ontario Police Commission work with the selected colleges of applied arts and technology and universities to develop a curriculum in The Criminal Justice System and Society, designed for both full and part-time study.

Accreditation

13. The Solicitor General, through the Ontario Police Commission, give formal recognition to those who successfully complete both the basic training and the Basic Police Officer Educational Course, by granting an Ontario Constable Certificate issued jointly by the appropriate educational institution and the Solicitor General.

In-Service Training

14. An extension of the Solicitor General's project on in-service training be initiated through the Ontario Police Commission to design model in-service training programs which would be presented to Police Governing Authorities and senior police administrators for analysis and implementation.

15. An in-service "outreach" program be developed by the Ontario Police Commission to support in-service training activities throughout the Province.

16. Consulting assistance be made available to individual police forces by resource personnel from the Ontario Police Commission, the Ontario Police College and other authorized police training institutions to assist in the design and implementation of in-service training programs within each Ontario police force.

17. The Ontario Police Commission be charged with the responsibility for developing training courses to train appropriate personnel within each police force as in-service instructors.

Police Specialist Training

18. Specialized police training continue to be developed and conducted at the Ontario Police College.

19. Refresher courses continue to be developed and conducted at the Ontario Police College.

Specialist Rotation

20. Ontario police forces examine their career planning and development for specialists and institute, when appropriate, rotation programs to re-expose the police specialists to the mainstream of the force's activities.

Continuing Education

21. The Ontario Police Commission work with the colleges of applied arts and technology and universities to develop the advanced credit course, "The Social Sciences and Policing", as part of the Criminal Justice System and Society curriculum.

22. The basic supervisory course continue to be designed, developed and given by the Ontario Police College.

23. The Ontario Police Commission work with the universities and colleges of applied arts and technology to develop administrative programs for police middle managers, using the best resource personnel available, both within and outside policing.

24. The Ministry of the Solicitor General of Ontario use its good offices to encourage the Ministry of the Solicitor General of Canada and its agency, the Royal Canadian Mounted Police, to expand its executive courses into a National Police College.

25. In the interim period, the Ontario Police Commission, through the Ontario Police College, continue the senior administration course, but with increased use of external resources.

26. The Ontario Police Commission develop, fund and evaluate conferences, seminars or workshops for senior police administrators upon topics deemed to be of primary interest to these administrators.

Career Development

27. Ontario police forces develop physical education programs and arrange for appropriate facilities accessible to each officer.

28. Ontario police forces be encouraged by the Ontario Police Commission to request that every police officer receive an annual physical examination by a qualified medical practitioner.

29. The Ontario Police Commission design and fund an experiment with a medium sized police force in Ontario to create and implement a comprehensive career planning system.

30. For courses given at the Ontario Police College or for those courses designated as "sponsored" by the Ontario Police Commission, the Ontario Police Commission continue to fund the direct cost including tuition, room and board and travel expenses, but excluding salaries and premiums.

1976 - The Morand Report

31. Funds should be provided to build and staff an adequate police academy in Metropolitan Toronto.

32. police training and supervision must emphasize that the function of a police officer is that of peacekeeping, prevention of crime and law enforcement and that it does not extend to acting as judge and jury in the administration of punishment to suspects.

33. Every police officer on the Toronto Force should receive a two or three week course to update and refresh his training every three years. The present courses should be expanded.

34. In my view some of the special squads and in particular, the drug squad of at least one of the divisions were not properly trained in the investigation and arrest of suspects and in particular, in regard to the use of force in such investigations and arrests. The special squads, such case the drug squads in the divisions, should receive specialized and thorough training and should be supervised closely by experienced personnel.

35. Two of the complaints which I heard involved high speed chases prior to the allegations of violence which followed. The incidents which

resulted in the complaints might have been avoided by officers who had been given adequate training in a procedure for such chases and the arrest which follows. Such training should be given to every officer who undertakes cruiser patrol.

36. One of the keys to curbing improper police conduct lies with the supervisory personnel. In my view some of the supervisory staff who appeared before me, while good policemen, were uninformed and inadequately trained in simple management skills. Also, some of the problems concerning use of force may have been avoided if the sergeants had more familiar knowledge of the activities of their men and also if they had made it clear that improper use of force would not be tolerated in any circumstances. First-line supervisory personnel, the sergeants, should receive training in management and supervision, either immediately prior to or immediately after their promotion. The appointment of a probationary sergeant whose duties will involve supervision of other officers must be made with an eye to managerial and supervisory abilities.

1977 - The Pitman Report

37. That Metro Council request a precise strategy from the Metropolitan Toronto Police Commission for extending an intense program of racial and cross-cultural understanding to every member of the Metropolitan Toronto Police Force.

38. That Metro Council recommend to the Metro Toronto Police Commission and the Metro Toronto Police Force that more emphasis be placed in pre-service training on racism and racial tension as a problem in policing in Metro Toronto.

39. That Metro Council recommend to the Metro Toronto Police Commission and the Metro Toronto Police Force that greater emphasis be placed on the problem of racism and racial tension in the in-service training of all police personnel.

40. That Metro Council commend the efforts of the Human Rights Commission in its efforts to assist the in-service training of Metro Toronto police officers and recommend to the Metro Toronto Police Commission and the Force the designing of appropriate educational materials for use by police instructors and that Human Rights Commission officers assist, monitor and advise on the courses and programs to be offered.

41. That Metro Council recommend to the Metro Toronto Police Commission and the Metro Police Force that suitable instructional film material be prepared to use in pre-service training in consultation with the Human Rights Commission, making use of material from files of the Metropolitan Toronto Police Complaint Bureau.

1979 - The Carter Report

42. Representatives of visible minorities should be invited to address the police candidates on the nature and the problems of their own community and upon minorities in general.

43. No police officer should be graduated until he has perceived this problem and has been given a very sound basis for the justice and lack of discrimination which should characterize our Force.

1980 - Policing In Ontario for the 80's: Perceptions and Reflections

44. The fundamental training of police officers be continued to be offered in a centralized training institution, such as the Ontario Police College.

45. The Ontario Police Commission continue to supervise, and be responsible for, all training programs offered at the Ontario Police College.

46. The Ontario Police Commission, through its Advisory Committee of the College, ensure that the training that police officers receive at the Police College continue to be responsive to, and consistent with, the changing needs of society.

47. The multicultural courses being offered at the Police College be integrated more fully in the entire training program of police officers. Further, that these multicultural courses be made relevant to the Ontario multicultural society with particular emphasis on needs of local police forces.

48. All instructors, particularly those involved in multiculturalism courses, should be carefully selected on the basis of their sensitivity and awareness of issues related to multiculturalism.

49. Police forces should continue to develop, at the local level, multicultural programs and activities that are aimed at opening the lines of communication between the police officers and their community in order to bring about understanding and harmony. Multiculturalism should be the concern of all officers and not only that of community officers or those associated with the program.

50. Police forces should continue to encourage their officers to upgrade their educational level at any post-secondary institution.

51. The Ontario Police Commission should conduct a seminar once each year for Boards and Councils to discuss multicultural issues. It should also encourage the flow of communication between it and the Boards.

52. Police forces should strive for a maximum of four years, and encourage a turn-over of less than four years where feasible in their refresher training programs. Training opportunities should be linked with the career development of officers.

1988 - Bellemare Report (Quebec) Investigation into Relations between Police Forces, Visible and Other Ethnic Minorities

53. That the police training programs in Cegeps specifically take into account prevention and community involvement with the public in general and multi-cultural communities in particular.

54. That the police training program in Cegeps be restructured to include the intercultural aspect as an integral and essential part: the program must provide police recruits with a modern and forward looking vision of Quebec society and prepare them specifically for dealing in a multi-ethnic urban environment.

55. That the number of compulsory courses in the police training program in Cegeps be expanded to include new courses developed in light of cultural diversity and adapted to policing, and that the content of these new courses encompass the following themes:

    - race, culture, interethnic relations;
    - migration, integration, majority-minority relations;
    - prejudices: their causes and consequences;
    - ethnocultural development and make-up of Canadian and Quebec society;
    - ethnic groups in Quebec: traditions, values and attitudes;
    - police and minorities: knowledge and strategies for involvement;
    - human rights and police operations;
    - police code of ethics.

56. That exchanges between police recruits and students in other disciplines, in particular members of cultural communities, be organized within the police training program itself, in order to prepare them for interaction with minority cultures.

57. (a) That the intercultural dimension be integrated into the police training program in accordance with similar teaching methods from one Cegep to another;

    (b) That courses be complemented by the following methods to make police recruits further aware of the ethnocultural realities in Quebec:

- documentary research on the characteristics of various visible and ethnic minorities;
- case studies based on actual legal disputes between the police and ethnic minorities;
- role-playing and role-switching in a laboratory setting, tape recorded for discussion and evaluation;
- decision-making simulation on paper (prediction) and in action (performance);
- exchanges with resource persons representing ethnic minorities;
- visits to ethnic districts and participation in community activities.

58. That the technical training to which the Institut de police du Quebec gives priority systematically take the intercultural and racial dimension in police dealings into account. This requires that course content be expanded to integrate the intercultural dimension in accordance with the same educational model as that proposed for the new orientation of the police training programs in Cegeps.

59. That the continuing education section of the Institut de police du Quebec be relocated to Montreal to make it more accessible and to expand the contingent of civilian and police instructors and advisors who can meet the requirements of the training recommended by the Investigation Committee, a good number of whom should be from cultural communities.

60. That each of the police departments in the Greater Montreal region, following the example of the MUC police Department, create an innovative intercultural training course adapted to its own needs for its patrol officers.

61. That a continuing education program follow the multicultural awareness course within the MUC Police Department, and that such a program primarily address patrol officers, that is, those officers who are called upon to deal directly with the public on a daily basis.

62. That the multicultural awareness sessions be held elsewhere than in the MUC police stations, and that police officers participate as students in civilian dress.

63. (a) That the new training program of the MUC Police Department be one work week in duration;

(b) That its primary objective be to further officers' knowledge of the various cultural communities in the metropolis and appropriate means of dealing with them;

(c) That a manual containing the theoretical content of the courses be given to police officers to ensure they are better prepared;

(d) That more functional teaching methods be used to make training sessions more dynamic and maximize active participation by police officers. Scenarios drawn from case law or typical situations, simulation exercises, role-playing involving police officers and persons of cultural communities with role-switching, and feedback by video are suggested resources for creating a better learning climate;

(e) That the number of resource persons be raised to three for each awareness session, as a team made up of representatives from three different cultures can prevent the discussion from targeting one person or one ethnic group.

64. That the MUC Police Department, possibly in conjunction with the Institut de police du Quebec, make a documentation centre on cultural communities available to police officers. Such a centre should include a complete directory of the various cultural communities in Montreal and their main features.

(a) That the first year of a police officer entering the police department be one of practical training, during which the candidate shall have to successfully undergo various appraisals. These 12 months of training shall be used in particular for:

- learning English or French, where applicable;
- further study of the law, depending on the department's specific needs;
- the practical study of cultural communities;
- more in-depth learning of various police techniques;

(b) That at the end of this probationary year, the decision to hire the trainee on a permanent basis take into account the trainee's ability to meet the needs of the department and community.

USE OF FORCE

1976 - The Morand Report

1. The Chief of Police must make it absolutely clear to all ranks of police, supervisory and other, that excessive force and the giving of false evidence will under no circumstances be tolerated. This consideration must be uppermost in the selection of recruits, in the choice of candidates for promotion and in the confirmation of probationary appointments.

2. To ensure prompt investigation in hearing of complaints of improper use of force and other abuses by the police, it is essential that there be a properly functioning Citizen Complaint procedure. The present system is inadequate. A Citizens Complaints procedure, having as its central aspect an independent investigation and review of police conduct and independent tribunal for the hearing of complaints, should be implemented by appropriate provincial legislation forthwith. In my view, the scheme recommended by Mr. Maloney in his Report meets these criteria and should commend itself to the Government as a workable model.

3. The Rules, Regulations and procedures of the Metropolitan Toronto Police should be amended to require the sergeant in charge of a station to enforce compliance with the Use of Force Report Regulation by seeing that police officers fill it out whenever force is used during the performance of duty and when an injury is sustained by a citizen or when a complaint is or may be made.

4. The Regulations should be amended to require the station duty sergeant to make a note in the appropriate book of record in the station of the name of the person injured, a brief description of the injury, the name of the arresting officer and the fact that the required reports were made and forwarded as required by the Regulations.

5. Regulation V (2) (16) should be amended so as to require that either the arresting officer or the station duty sergeant makes out a Medical Attention Report whenever an injured person is brought into the station, taken to hospital or otherwise given medical treatment and a Use of Force Report is not completed. The Medical Attention Report should detail the nature of the injury and the circumstances surrounding it, the names of the arresting officers and any other information pertinent to the situation.

6. Copies of all Use of Force Reports and the Medical Attention Reports should be forwarded to the Chief of Police, the Board of Commissioners of Police and the head of the Citizen Complaint Review Procedure in order to ensure that no cases requiring investigation are overlooked or hidden from public view. Regulations V(2)(16) and VI(12) should be amended to so provide.

7. I found a problem relating to changes being made in memo books and case books and the real danger that they could and sometimes were tampered with. This problem would be eliminated if police officers' memo books and case books were required to be written in pen and the Regulation should be so amended. The Regulation requiring that changes in a notebook are to be made by striking out words with a single line, so that what has been stroked out can be read, must be stringently enforced.

8. Officers investigating complaints against police or police officers who have a duty to report such complaints, such as the Complaint Bureau investigator or the station duty sergeant, should be required to obtain copies of the memo books of the officers involved immediately upon learning of the complaint in order to ensure that the books are preserved in their original state for the purposes of investigation or a hearing.

9. Immediate steps must be taken to ensure that all police personnel are made familiar with these regulations and that their provisions will be strictly observed in the future.

10. The police raid is a delicate and dangerous operation. Often the suspect is not sure that it is the police who have burst in upon him. The circumstances of a raid lend themselves to the possibility of a violent confrontation. I think some of the problems would be alleviated if police officers engaged in a raid identify themselves as police immediately.

11. Two of the complaints which I heard involved high speed chases prior to the allegations of violence which followed. The incidents which resulted in the complaints might have been avoided by officers who had been given adequate training in a procedure for such chases and the arrest which follows. Such training should be given to every officer who undertakes cruiser patrol.

12. One of the keys to curbing improper police conduct lies with the supervisory personnel. In my view some of the supervisory staff who appeared before me, while good policemen, were uninformed and inadequately trained in simple management skills. Also, some of the problems concerning use of force may have been avoided if the sergeants had more familiar knowledge of the activities of their men and also if they had made it clear that improper use of force would not be tolerated in any circumstances. First-line supervisory personnel, the sergeants, should receive training in management every three years. The present courses should be expanded.

1977 - The Pitman Report

13. That Metro Council condemn the existence of racially motivated violence and request a statement of concern and intent regarding racist violence from the Metro Toronto Police Commission and the senior officers of the Metropolitan Toronto Police Force.

1980 - The Greenwood Report Report of the Task Force on the Use of Firearms by Police Officers

14. Section 8 of Regulation 679 be amended as follows:

A member of a police force shall not draw his revolver except when he believes it may be necessary for the protection of his life or the life of another, or when he believes that it is necessary in the apprehension or detention of a person whom he believes may cause death or grievous bodily injury to some person.

15. Section 9(b) of Regulation 679 be amended as follows:

To effect the apprehension, where other means are insufficient, of a person whom he, on reasonable and probably grounds, believes may cause death or grievous bodily harm to some person.

16. A report be made to the Ontario Police Commission of all discharges of firearms by police made in the course of their duties other than those permitted under section 9(c) of Regulation 679.

17. The Ontario Police Commission assume sole responsibility for investigation of an hearings under Regulation 679.

18. Membership of the Commission be increased to allow police representation on discipline hearings under Regulation 679.

19. In the event of conviction, the Commission should have the power to impose penalties similar to those contained in Regulation 680. In addition, it should be authorized to direct psychological or other counselling service and to direct that an officer be removed from service requiring use of firearms for such period as it may specify.

20. The hearing, if deemed warranted by the Commission, should proceed notwithstanding that charges under the Criminal Code may have been laid. The Commission should, however, have the authority to direct postponement of the hearing until criminal proceedings are completed.

21. The findings of the board, including minority reports, should be distributed to all forces and training centres.

22. Hearings should be open to the public and a record made of all testimony.

23. Reports made to the Commission concerning discharges of firearms should be available to the public provided, in the event criminal charges are laid, disclosure be delayed until disposition of the criminal case.

24. Regulation 679(5) be rescinded so that each force would be entitled to adopt an open-type holster; the design of such holster to be subject to the approval of the Ontario Police Commission.

25. At the expiration of a two-year trial period, an evaluation should be undertaken by the Ontario Police Commission with a view to achieving uniformity.

26. Adoption of effective alternatives to firearms, such as the twenty-four inch baton or Monadnock, be encouraged by forces in Ontario subject to adequate regulation of the use of such equipment being formulated by the force adopting them. The form of such regulations should be approved by the Ontario Police Commission.

27. All recruits attend the Aylmer Police College within three months of appointment and attendance be compulsory.

28. Failure to meet the standards of the College with respect to firearm training and failure to be certified by the College in other skills would deprive the officer of the right to carry a firearm until the standards of the College are met.

29. Regulation 679(4) be rescinded and an annual requalification course in the use of firearms and other equipment be established by the staff of the Police College with attendance compulsory.

30 Centres selected by the Director of the College for such training be established throughout Ontario.

31. Failure to meet the standards established by the College should deprive the officer of the right to carry a firearm until the standards are met.

32. The cost of such training should be funded by the Province.

COMMUNITY LIAISON INITIATIVES

1976 - The Morand Report

1. Police officers must be taught that even during tense and difficult situations, they should make explanations to an inquiring public in a friendly fashion concerning the events. Police officers must realize that the public has a right to know what is happening and that tact, friendliness and courtesy will alleviate conflict and create a climate of sympathy and understanding.

2. One of the problems with the modern Police Force that I have referred to is that the police car and modern communications technology have removed the police from the man on the street. Members of the Force should be made aware of the fact that they are much more distant from the public they serve than they once were, and they should be encouraged to become increasingly involved in community activities.

3. The Community Service Officer Program should be enlarged and broadened.

4. The administrators of the Police Force should consider and study suggestions for a formal community involvement in the police function, such as those suggested in the Parkdale proposal and the North Vancouver project.

1977 - The Pitman Report

5. That Metro Council recommend to the Metro Toronto Police Commission and the Metro Police Force the implementation of a Neighbourhood Action Program patterned on the program established in Vancouver.

6. That Metro Council commend the Metro Toronto Police Commission and the police force the pilot projects involving community committees in 31 Division, 51 Division and 14 Division and recommend that the experiment be Carefully monitored and if successful, extended to other Divisions.

7. That Metro Council recommend to the Metro Toronto Police Commission on the following practices re: the Community Service Officers.

    (a) that Community Service Officers receive additional training, particularly in instructional techniques.

    (b) that all probationary constables upon their return from the Ontario Police College receive increased instruction on the role of CSO.

    (c) that extra officers on day shift be assigned to work with the CSO's (as one means of forging links with regular police officers).

    (d) that CSO's be more aggressive in making themselves available to community organizations and groups.

    (e) the CSO's be assigned responsibility for sufficient Sunday morning sessions each year in each division to cover all personnel for the purpose of raising the sensitivity and awareness of racial problems in the minds of all Metro police officers.

8. That Metro Council recommend to the Metro Toronto Police Commission that a task force be established to study Community Based Preventative Policing (i.e. Team Policing).

9. That Metro Council recommend to the Metro Toronto Police Commission and the Police Force that the Complaint Bureau should be a most effective link with the larger community and that resources to inform the public of its existence and its role should be provided.

1979 - The Carter Report

10. The increased use of police foot patrols.

11. The Police Commission should establish, at the earliest opportunity, a committee which will form a link between the Commission and the visible minorities themselves.

1988 - Bellemare Report (Quebec) Investigation into Relations between Police Forces, Visible and Other Ethnic Minorities

12. That the Quebec government take concrete action indicating its desire to implement the principles contained in its **Declaration on Ethnic and Race Relations** dated December 10, 1986, and that "Police Justice" be a priority of this new government policy.

13. That the authorities of the Montreal Urban Community publish and implement a Montreal declaration on intercultural and racial relations, modelled on the Declaration by the Quebec government dated December 10, 1986.

14. That the authorities of the Montreal Urban Committee create a position of coordinator of intercultural and racial relations, attached to the office of the Chairman of the Executive Committee and having the responsibility for providing liaison with the administrative and political authorities of the MUC, as well as for promoting quality, justice and full participation for all ethnocultural communities living within the MUC territory, "Police Justice" could be a priority for this coordinator.

15. That the 29 municipalities in the Montreal Urban Community and those in the judicial districts of Laval and Longeuil consider creating round tables on interethnic and racial relations which could be used as places for exchange and for settlement of conflicts between the various ethnocultural communities making up their populations. "Police Justice" could be a priority of these round tables.

16. That the Montreal Urban Community Police Department:

    (a) allow district directors, where justified by a large ethnic and visible population and where applicable, to appoint a special liaison between the police force and cultural communities;

    (b) institutionalize cooperation and partnership contacts and create mechanisms for participation with community organizations and groups;

    (c) establish, in conjunction with community organizations and groups, programs to reach all ethnocultural communities in a district;

    (d) humanize reception in police stations;

    (e) reinforce foot patrols;

    (f) create as many meeting places as possible between police and minorities;

    (g) equip district directors with better tools than those they currently have.

17. That real priority be given to community crime prevention:

    (a) That this priority be reflected in the importance assigned to the positions of crime prevention officer and neighbourhood patrol officer, such positions being open to officers who have demonstrated a real ability to work with a multi-ethnic and multiracial population;

    (b) That adequate human and financial resources be allocated for this purpose and oriented towards achievement of the objectives in order to bring about the effective implementation of community crime prevention programs.

18. That any particular knowledge police officers have of ethnic communities be acknowledged, valued and utilized by police departments for purposes of prevention and with the consent of said police officers.

APPENDIX E

QUESTIONNAIRE

QUESTIONNAIRE

NAME OF POLICE FORCE: ______________________________

CONTACT PERSON: ______________ RANK: ____________ PHONE: ____________

For the purposes of this questionnaire the term VISIBLE MINORITY refers to those who look recognizably different from the "majority" of white Canadians as a result of racial characteristics such as skin colour and other physical features (eg. blacks, Chinese, Japanese, East Indian and other South Asian and East Asian people). Native people are not icluded within the definition.

PART I - GENERAL

1. What is the geographic area served by your Force? Please give boundary locations and square miles.

2. a) What is the size of the population in your jurisdiction?

   b) What is the ethnic and racial composition of the population in your jurisdiction? Please list the major groups and give the approximate proportion. (For example: Anglo-Saxon origin - 70%; Chinese - 20%; etc.)

3. a) What is the total number of people employed by your Force?

   b) What is the number of visible minority people employed by your Force? (NOTE: Provision of this information is not a violation of the *Human Rights Code*).

	i) Overall numbers	ii) Visible Minorities
Civilian	______	______
Police officers	______	______
Auxiliary officers	______	______
TOTAL	______	______

4. How many visible minority police officers have been on the Force for the following periods of time?

0 - 5 years ______

6 - 10 years ______

11 - 15 years ______

16 - 20 years ______

Over 20 years ______

PART II - RECRUITMENT, HIRING POLICIES & PROMOTIONAL PRACTICES

A) RECRUITMENT

5. a) Does your Force have a written policy regarding the recruitment of visible minorities? YES ______ NO ______

   b) If yes, how long has this policy been in effect? _______

   c) Please attach a copy of this policy or describe below any unwritten policy.

6. Who does the recruiting for your Force?

7. How does your Force recruit new police officers? Please list types of strategies (e.g: posters, pamphlets, media advertising, etc.)

8. a) Does your Force actively recruit visible minorities?

   YES ______ NO ______

   b) If yes, does your Force make use of ethnic media (e.g. ethnic community newspapers, community television and radio) to recruit visible minorities?

   YES ______ NO ______

c) If no, please explain.

9. What outreach activities does your Force use to attract visible minorities (eg: visits to schools, visits to community groups, etc.). Please list.

10. a) Do any of your recruitment activities include portrayals of visible minorities as police officers? YES ______ NO ______

b) If yes, please describe.

c) If no, please explain.

11. Please attach copies of all materials and advertisements used for recruitment of police officers in 1988.

12. Please describe any problems you have encountered in recruiting visible minorities.

13. a) In your jurisdiction, what recruitment initiatives have been successful for visible minorities?

b) What recruitment initiatives have not been successful?

c) What recruitment initiatives for visible minorities does your Force plan for the future?

B) HIRING

14. a) Does your Force have a written policy on the hiring of visible minorities? YES ______ NO ______

b) If yes, how long has this policy been in effect? __________

c) Please attach a copy of this policy if it is written or describe below if unwritten.

15. a) Does your Force have an Employment Equity Program for visible minorities? YES ______ NO ______

15. b) Please attach a copy of your Force's Employment Equity Policy and Program if you have one or describe below.

16. Please attach a copy of the screening techniques, mechanisms and instruments used for hiring purposes. If this material is not available in written format, please describe in sequence the stages an applicant must successfully complete.

17. a) Are applicants who fail to qualify given reasons for their failure to qualify? YES ______ NO ______

b) Is any assistance given to failed applicants to help them to requalify? YES ______ NO ______

c) If yes, please describe.

d) If no, please explain.

e) What percentage of applicants who fail to qualify are visible minorities?

18. How many officers in total have been hired in each of the past 5 years? How many of these people are visible minorities? (NOTE: Provision of this information is not a violation of the Human Rights Code)

	TOTAL NUMBER OF OFFICERS HIRED (including visible minorities)	NUMBER OF VISIBLE MINORITIES HIRED AS OFFICERS
1984	________	________
1985	________	________
1986	________	________
1987	________	________
1988	________	________

19. a) Are there any ways for police officers to enter your police force at a level higher than constable?

YES ______ NO ______

(i) If yes, through what mechanism does this occur?

(ii) How frequently has this happened in the past 5 years?

1984: ____ 1985: ____ 1986: ____ 1987: ____ 1988: ____

(iii) How many of these entries were visible minorities? ____

20. Does your force have a written policy that prohibits discrimination against employees and members of the public who are visible minorities? If so, please attach a copy of this policy.

C) PROMOTIONAL PRACTICES

21. How many promotional opportunities existed over the past 5 years? How many of these were filled by visible minorities (VM)? Please list by rank and number.

	1984		1985		1986		1987		1988	
	Total	VM	Total	VM	Total	VM	Total	VM	Total	VM
Constable										
Sergeant										
Staff Sergeant										
Inspector										
Staff Inspector										
Superintendent										
Staff Superintendent										
Deputy Chief										
Chief										
TOTAL										

22. How many promotional opportunities do you anticipate in your Force in 1989? Please list by rank.

1. Constable _____
2. Sergeant _____
3. Staff Sergeant _____
4. Inspector _____
5. Staff Inspector _____
6. Superintendent _____
7. Staff/Supt. _____
8. Deputy Chief _____

23. Please attach copies of materials used to assess officers for promotion, or describe these procedures if unwritten.

24. a) Are there special measures in your Force which encourage the promotion of:

(i) visible minorities YES ______ NO ______
(ii) women YES ______ NO ______

(iii) other: ________________________________

b) If yes to any of the above, please attach a copy of the material describing these measures, or describe if unwritten.

25. a) Does your Force offer any career development programs or opportunities to prepare visible minorities for promotional opportunities? YES ______ NO _____

b) If yes, please describe these programs or opportunities.

PART III - TRAINING AND CONTINUING EDUCATION

26. a) Does your Force offer training related to cross-cultural issues and race relations? YES ______ NO ______

b) If yes, please attach a copy of this material or describe below.

27. Who receives cross-cultural and race relations training?

(i) recruits YES ______ NO ______
(ii) constables YES ______ NO ______
(iii) non-commissioned officers YES ______ NO ______
(iv) senior officers YES ______ NO ______
(v) chief YES ______ NO ______

28. a) How much time is spent on this type of training? ________

b) How often is the training repeated? ____________________

29. Where do officers receive this training?

In-service courses	YES	____	NO	____
Ontario Police College	YES	____	NO	____
Outside seminars, colleges	YES	____	NO	____

Other: ____

30. Is cross-cultural and race relations training integrated into other areas of general police training? If so, how?

31. a) Are your training materials assessed for cultural or racial bias?

YES ______ NO ______

b) If yes, please describe how the materials are assessed.

PART IV - USE OF FORCE

32. Other than training received at police colleges, what training do members of your Force receive with respect to the use of force? Please attach copies of material used in this training, or describe below if no written material exists.

33. a) Is crisis intervention training offered to patrol officers by your Force? YES _____ NO _____

b) Is crisis intervention training specific to situations involving interaction with visible minorities? YES ______ NO ______

c) Please attach copies of all material used in these training programs.

d) Are there ways in which you think the training described above could be improved? If so, please describe.

34. What is your Force's policy with respect to the use of different types of ammunition? Please attach any Standing Orders, administrative procedures and directives, or describe below if the policy and procedures are unwritten.

35. a) Are officers permitted to use hollow point bullets? YES ______ NO ______

b) If yes, please indicate under what circumstances hollow point bullets may be used.

36. a) Are any procedures in place to monitor the types of ammunition actually utilized by individual officers? YES ____ NO ____

b) If yes, please describe.

37. Does your Force have a written policy relating to the unholstering of firearms? If so, please attach a copy or describe if unwritten.

38. What disciplinary measures are used by your Force for infractions of Standing Orders regarding:

a) use of force

b) violations of prescribed ammunition

c) unlawful use of firearms

Please attach copies of procedures invoked to carry out disciplinary measures, or describe below if these procedures are unwritten.

39. a) How many incidents involving police discharge of firearms have occurred in your jurisdiction in the past 5 years? Under what circumstances did these incidents occur? Please use the chart at the beginning of the next page to indicate frequency and nature of the incidents.

CIRCUMSTANCES	1984	1985	1986	1987	1988
(i) Defence of life					
(ii) Apprehension of dangerous suspect					
(iii) Destroy animal					
(iv) Request assistance					
(v) Accidental					
TOTAL					

b) How many of these incidents resulted in (i) wounding of suspect, (ii) death of suspect, (iii) third parties wounded/killed?

OUTCOMES	1984	1985	1986	1987	1988
(i) Wounding of suspect					
(ii) Death of suspect					
(iii) Third party wounded or killed					

40. How many incidents involving use of force over the past 5 years resulted in:

a) *Police Act* charges ______

b) *Criminal Code* charges ______

c) Criminal convictions ______

PART V - COMMUNITY RELATIONS

41. How many complaints from members of the public have been received by your Force annually over the past 5 years?

	1984	1985	1986	1987	1988
Verbal abuse/incivility					
Allegations of racist remarks					
Injury					
Excessive force					
Improper police procedures					
Other - describe					
TOTAL					

42. Does your Force have a procedure to respond to complaints by members of the public? If so, please attach a copy of these procedures, or describe below if the procedures are unwritten.

43. How would you describe police relations with visible minorities in your jurisdiction?

44. What suggestions can your Force make to improve police and visible minority relations?

45. a) Does your Force have a special unit which addresses visible minority concerns? YES ______ NO _____

b) If yes, what is the mandate of this unit? Please attach a copy of material outlining its mandate or describe below.

c) When was it created? ________

d) Why was it created?

46. How many members of your Force are assigned to this unit or its equivalent?

Full-time personnel ______ Part-time personnel ______

47. If your Force does not have a visible minority relations unit, what department looks after these matters?

48. Has the creation of a visible minority relations unit resulted in any improvement of police and visible minority relations?

YES ______ NO ______

If yes, how have relationships improved?

If not, why?

49. a) Is your Force engaged in community liaison with visible minority communities? YES ______ NO ______

b) If yes, please describe the range of such initiatives.

50. a) Does your Force have procedures to ensure that communications (eg. media releases, internal communications) are culturally and racially sensitive? YES ______ NO ______

b) If yes, please provide a copy of these procedures or describe if they are unwritten.

QUESTIONNAIRE SUPPLEMENT

Marksmanship Training and Practice

1. a) Does your Force have its own firearms training facility?

   b) If not, is there a shooting range available to officers at close proximity? If yes, please describe.

2. a) Are officers obligated to practice their shooting skills a minimum number of hours annually?

   b) If not, is there any incentive provided by the Force for them to improve their marksmanship? Please explain.

3. a) Is ammunition provided to your officers on an annual basis for the proposes of target practice?

   b) If so, how many rounds are provided to each officer per year?

   c) Is the ammunition provided free of charge or is there a cost per round to the officer?

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